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THE AMERICAN

School Board Journal

A PERIODICAL *of* SCHOOL ADMINISTRATION



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1933

THE BRUCE PUBLISHING COMPANY
MILWAUKEE

NEW YORK

CHICAGO



See Sweet's
Pages C430-C431

IN ACTUAL PRACTICE

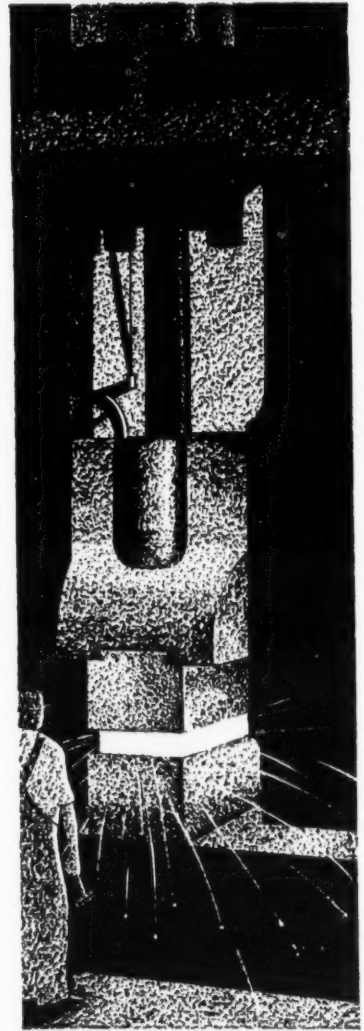
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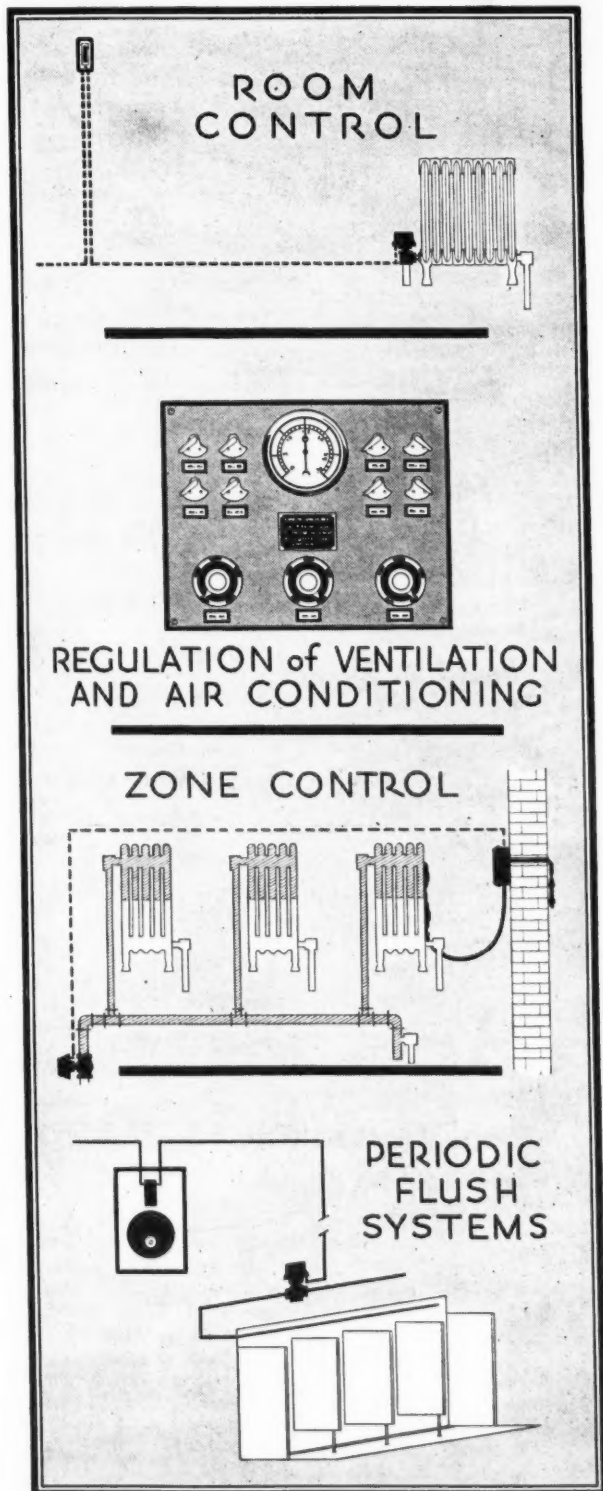
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Automatic Control Systems are "Economy Insurance"



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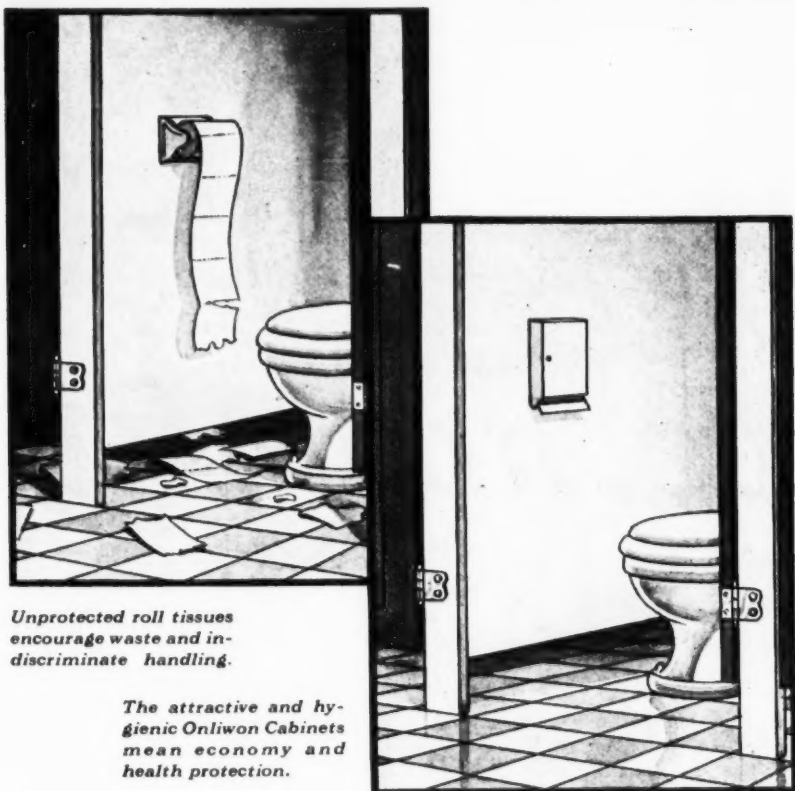
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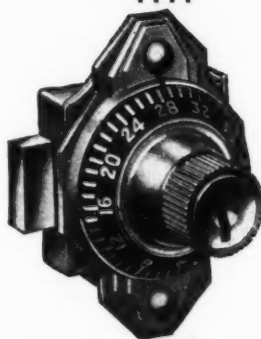
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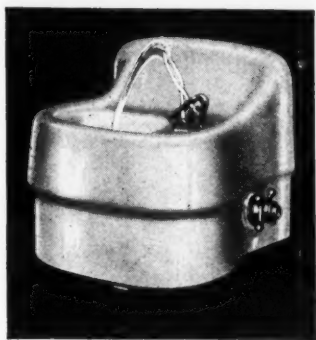
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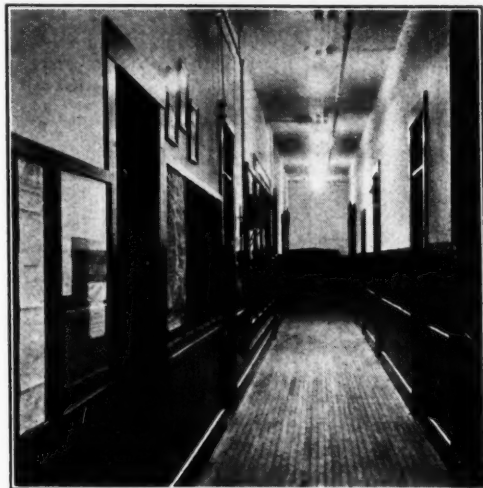
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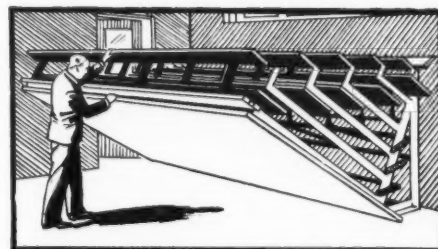
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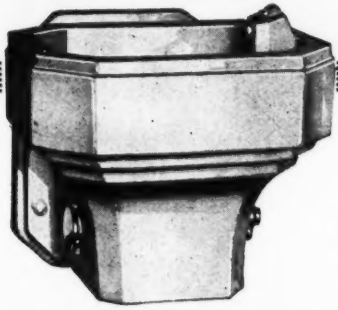
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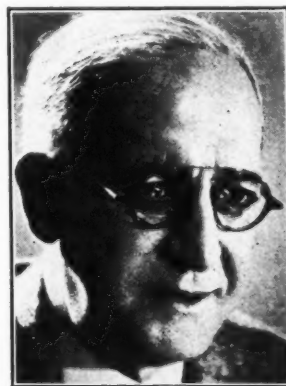
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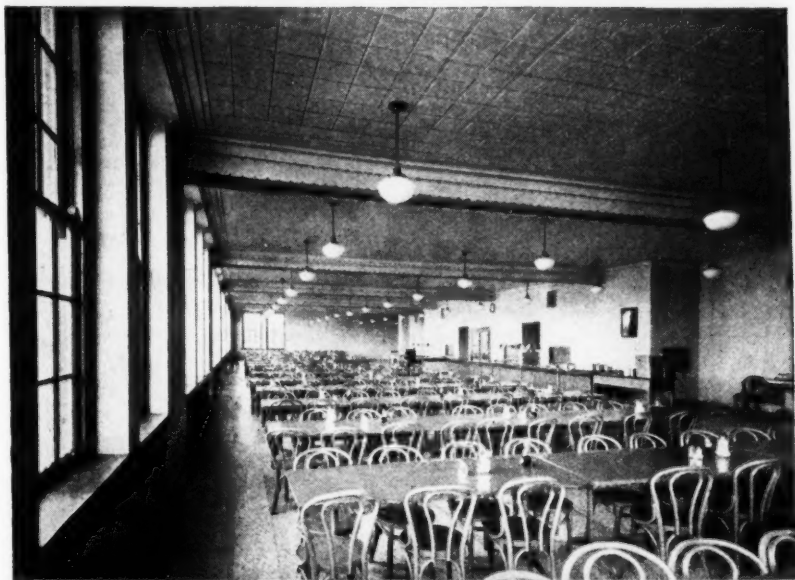
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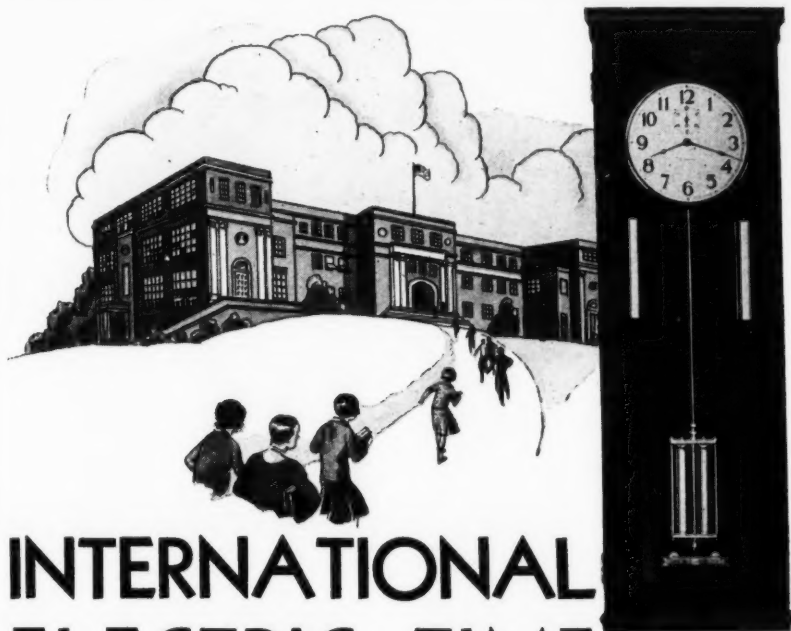
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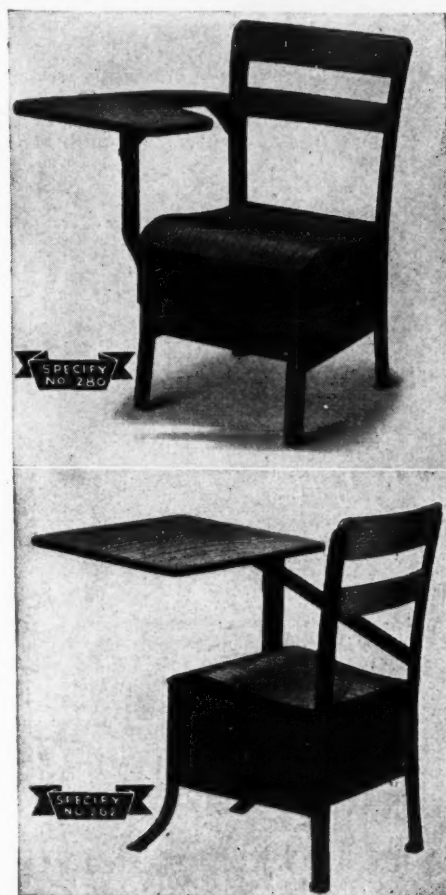
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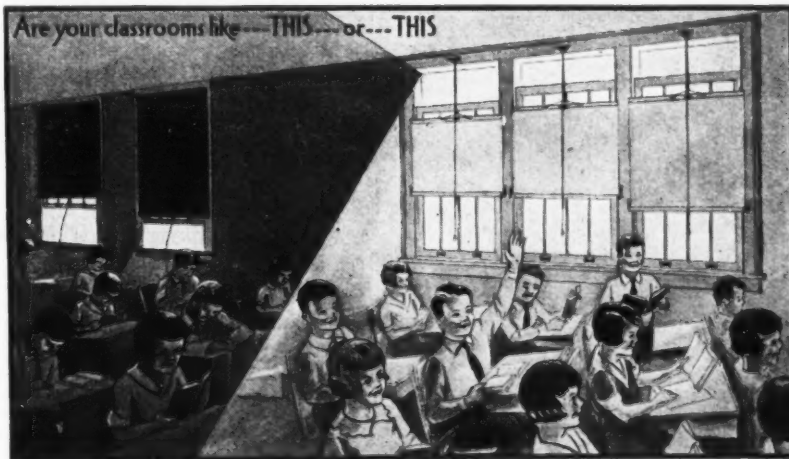
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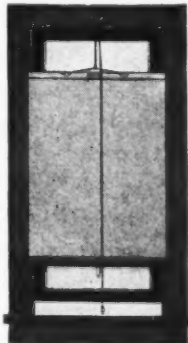
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and a
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The J. B. Ford Company
Wyandotte, Michigan

VOL. 87
No. 6

THE AMERICAN School Board Journal

DECEMBER,
1933

Eastern Office:
40 EAST 34TH STREET
NEW YORK, N. Y.

A Periodical of School Administration
Published on the first day of the month by
THE BRUCE PUBLISHING COMPANY
524-544 No. Milwaukee Street, Milwaukee, Wis.

Western Office:
66 E. SOUTH WATER STREET
CHICAGO, ILL.

TABLE OF CONTENTS

Cover: Entrance Details, Plymouth High School, Plymouth, Wisconsin	
Cartoon: Come Forward!..... <i>Harold Heaton</i>	13
New Recruits for America..... <i>Merle Prunty</i>	14
New York School Boards Hold Great Convention.....	14
A Budget-Building Program..... <i>Chris A. De Young</i>	15
The Hempstead High-School Overlapping Day..... <i>Raymond Maure</i>	17
The Revival of the Textbook..... <i>Frederick E. Bolton</i>	19
Variations in Instructional Costs During the Last Decade..... <i>Frank J. DuFrain</i>	22
Should Social Studies Be Fused? Yes!..... <i>W. W. Ludeman</i>	22
A New Road to School Economy..... <i>E. E. Squire</i>	23
Problems of the Board of Education..... <i>C. V. Shields</i>	24
School-Board Presidents Who Are Making History in American Education.....	26
A Six-Year Community High School—Plymouth, Wisconsin, Builds Georgian Style Fire-proof Building.....	27
Allentown School District Delinquent-Tax Payments Average Four Years..... <i>David A. Miller</i>	29
Open Letter Number Eight—Further Notes on the Cleveland Meeting..... <i>Paul C. Stetson</i>	30
Schoolhouse Construction in Public-Works Program.....	30
Mr. Hamilton Solves Several Troublesome Problems..... <i>Brooke W. Hills</i>	31
Some Aspects of a School Fire-Control Program..... <i>Lester W. Nelson</i>	33
The Essay Examination..... <i>R. F. Peters</i>	35
A Complete New England Town School—The Salmond School, Hanover, Massachusetts.....	36
Financial School Legislation in Forty-three States, 1933..... <i>S. H. McGuire</i>	37
A Five-Year Study of Per Capita Costs in the Fordson School District, Dearborn, Michigan... <i>Harvey H. Lowrey</i>	38
Personality in Teacher Preparation..... <i>J. F. Santee</i>	39

EDITORIALS:

Public-School Administration—Looking Ahead.....	40
The Timeliness of School Surveys.....	40
Some Observations on the School-Supply Industry.....	40
Revival in Schoolhouse Construction.....	41
City Mayor as School-Board Guardian.....	41
Public and Private Distribution of Schoolbooks.....	41
School Law.....	44
Building News.....	44
Finance and Taxation.....	45
School-Board News.....	46
New Books.....	48
Administration.....	51
Teachers and Administration.....	53
After the Meeting.....	54
Personal News of School Officials.....	54
Buyers' News.....	54

Back to Normal Thinking

It would be useless to ignore the serious aspects of the economic situation which has confronted the nation in the recent past. But in contemplating the situation it may also be well to recognize the efforts being made to weather the storm and to sail once more into calmer waters.

The American genius which has solved every difficulty and complication in the past is again active in finding a solution to a problem. A country which is rich in natural resources, forceful in enterprise and energy, strong in constructive ability, is bound to overcome its trials and troubles. It has done so in the years gone by, it will do so again.

There is one essential factor to be observed at this time, and that is the spirit of optimism. Pessimism spells ruin. A hopeful outlook, expressed in a reasonable expectation of a brighter tomorrow, will do much to give momentum and zest to all that will make for the return of normal conditions. A super-cautiousness is just as harmful in these days as is reckless plunging. A sensible middle course is safest.

The clouds are passing and the skies are clearing! Let us get back to normal thinking and reasoning!

THE EDITOR

SEMI-ANNUAL INDEX

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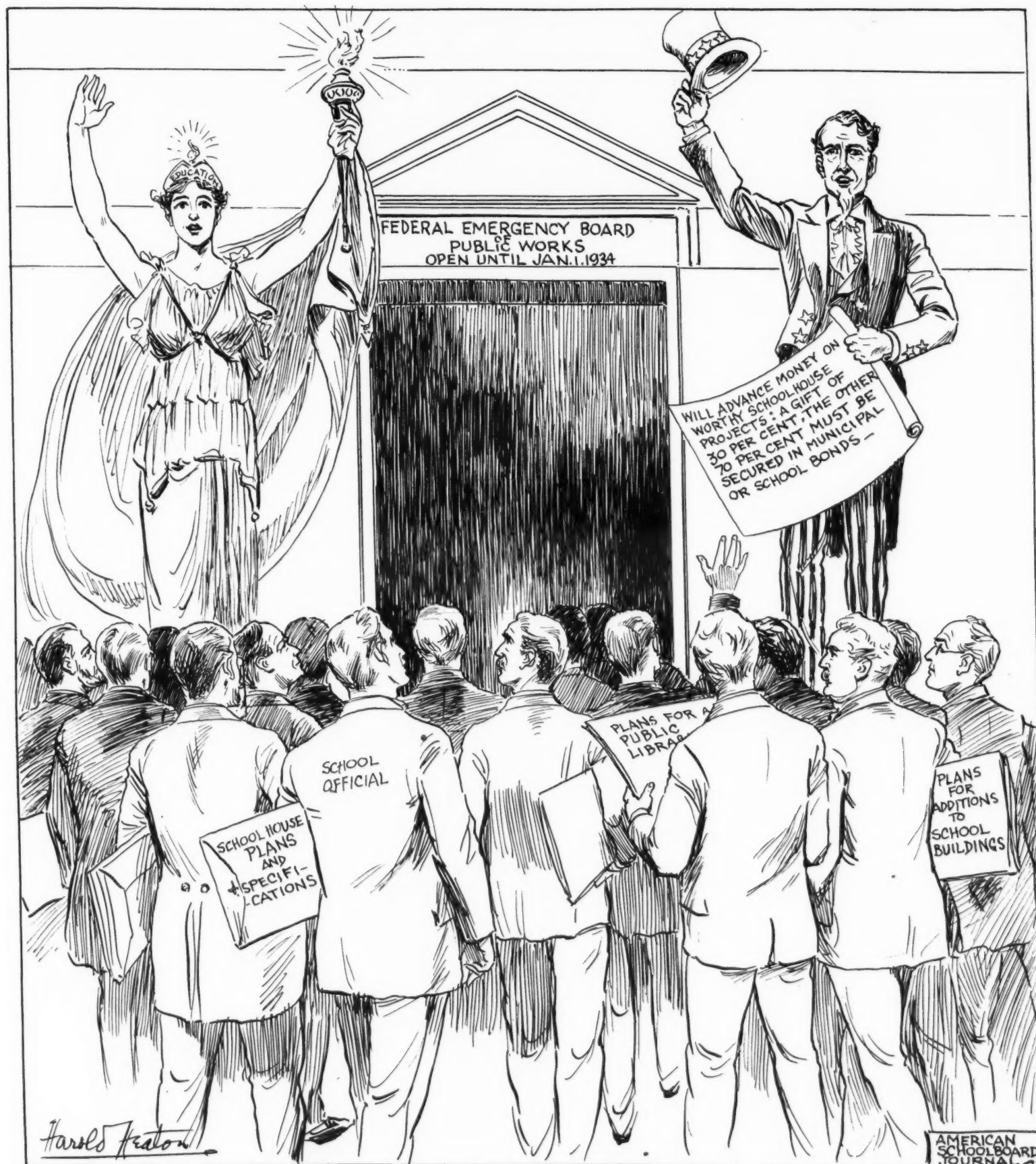


THE AMERICAN School Board Journal

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COME FORWARD!

New Recruits for America

Dr. Merle Prunty, Superintendent of Schools, Tulsa, Oklahoma

"Come, let us reason together" was the idea that prompted the Tulsa board of education to initiate, this year, a series of public forums in connection with its public evening-school opportunities for adults. The fundamental purpose of the programs is to assist the adult members of the community in securing intimate information on vital civic, social, economic, and political problems and thereby enable them to assume a sympathetic and intelligent rôle as New Recruits for America in this new age.

The NRA is a good example of the fact that every act of government vitally affects business, jobs, and homes. As a whole, the people of the nation are in a dilemma. They neither comprehend nor understand the extent and nature of the engrossing human problems confronting them. They are groping for both stimulating and stabilizing information. They yearn for a richer, better, happier life. Never in this generation have the schools of the nation been confronted with so challenging an opportunity as now to use the facilities at their disposal to serve faithfully and dynamically the fundamental needs of the adult population and familiarize them with the aggressive adjustments necessary for the improvement of human welfare.

Vital Questions Discussed

In Tulsa twelve forum programs are being offered during the first semester of the school year, starting on October first and continuing on each successive Monday evening until December eighteenth. The subjects of the twelve programs are:

Should State and Local Governments Be Reorganized?

Can the Government Give Us a New Deal?

Public Control and Private Initiative in Business.

Can We Insure Against Unemployment?

What's Happening in the World Today? Europe.

To What Degree Can Our Economic System Be Stabilized?

Balancing Urban and Rural Prosperity.

The Agriculture Debt Problem.

Capitalism and Frontiers.

What's Happening in the World Today? Asia.

The Next Step in Government — The International Unit.

Can We Have a Fair System of Taxation?

All programs are free. The various state educational institutions have offered the lecture services of seven members of their sociology, economics, and business-administration faculties for travel expenses only. A small appropriation in the Tulsa public-school budget for evening school cares for this expense. The other five lecturers have been chosen from the social-studies faculty of Tulsa Central High School. Various civic leaders of Tulsa have gladly consented to serve as chairmen of the different programs.

Each lecture is preceded by a twenty-minute program of music by high-school orchestras, bands, choruses, or group singing. The speaker of the evening starts at 7:45 and discusses the subject assigned to him for about forty minutes. Thereafter, questions are directed to the speaker from the floor for thirty minutes of lively discussion.

How the Forums were Planned

The plans for these initial forum programs were launched last March when the superintendent of schools appointed a committee from the education staff of the Tulsa schools, with the director of evening schools as chairman, to

offer detailed recommendations to him through which such adult educational service might be realized. The first step was to outline a series of topics in which there was wide current public interest. The next step was to appeal to the various college and university presidents for the extension services of their faculty members who by training and experience were eminently qualified to speak on certain topics in the suggested list. To this appeal the college presidents gave immediate and enthusiastic response, by suggesting persons on their faculties that they would be glad to offer for lecture services. Correspondence was then directed to these suggested faculty members, the list of topics was submitted to them, and topic assignments and dates were determined. The remaining lecturers from the Tulsa school system were then selected and topics assigned. All lecturers, topics, and dates were agreed upon before the close of school last spring so that the summer was available to the speakers for study, research, and thought on the topics assigned.

The response of the public to this new type of educational opportunity has been most gratifying. Each Monday evening brings an increasingly larger audience of eagerly interested citizens which now taxes the capacity of the high-school auditorium. In fact, the results of the first forum-organization efforts have been so encouraging and satisfying that plans are now completed for a series of six forums during the second semester in each of the seven junior high schools. Fourteen speakers have been selected to give three lectures each on the

same subject in three different junior high schools. The same scheme has been followed in selecting speakers for the junior-high-school forums as for those held this semester in the Central Senior High School.

The significant features of the Tulsa public forums are:

They are free to those attending.

They cost the taxpayers an insignificant sum for travel expenses only of out-of-town speakers.

They are held on the same night as the regular evening-school classes, thus saving building-operation costs.

They engage the informed local and state speaking talent immediately available.

They utilize local civic leaders as chairmen.

They deal with local, state, national, and world problems of a civic, social, economic, and humanitarian character.

They are preceded by a program of recreational music.

They provide valuable use of adult leisure time.

And, finally, they challenge individual initiative in the direction of constructive, coöperative effort in the new social order.

After observing the outstanding success of the Tulsa public forums, the writer is convinced that there is a widespread interest on the part of people today in the problems which are vitally affecting their welfare, that they are eager for complete and accurate information on these problems, that they will respond to the directive efforts of local educational leaders to furnish such information, and that talent is within every local and state school faculty which can be enlisted for this new and engaging type of adult-education service for New Recruits in the structure of American life.

New York School Boards Hold Great Convention

The annual meeting of the New York State School Boards Association, at Syracuse, on October 30 and 31, was an outstanding success. Nearly 600 delegates, speakers, and executives were in attendance, making the convention the most enthusiastic and powerful gathering of school trustees ever held in the State of New York. The present difficulties of the schools contributed to making the program interesting, significant, and distinctly helpful. School trustees had an opportunity for personal confer-

ences with outstanding educators and experts in the field of public-school administration and with the heads of the administrative, law, building and grounds, finance, and rural divisions of the New York State Department of Education.

The outstanding features of the convention were, first, the adoption of a new constitution that unites all school boards of the Empire State in a strong, active, and efficient organization. The New York State School Boards Association now includes the former Associated School Boards and Trustees of the State of New York, with the New York State Association of Central Rural School District Boards. Second, the Association listened to an important statement on the policies of the State Department of Education and the needs of the New York state schools, by Dr. Frank P. Graves, Commissioner of Education. Third, the Association heard the semiofficial statements by Dr. George D. Strayer, secretary of the governor's committee for the study of the cost of education, and of Mr. Peter G. Ten Eyck, chairman of the New York State Advisory Board of the Federal Emergency Administration of Public Works. The advisory board is busy approving applications of boards of education for federal funds.

The New Constitution

The new constitution affords all boards of education in New York state an opportunity to unite for the purpose of coördinating the activities and interests of the school boards and trustees of the State of New York, for providing information and advice on school-board problems, and for coöperating with all other educational organizations for the welfare of the children in the public schools of the state. The membership is to be open to all members of boards of trustees and school boards and the annual convention is to be held in October. The officers are to include a president, four vice-presidents, a treasurer, and an executive secretary. The

(Concluded on Page 42)



HON. GUY W. CHENEY
President, Board of Education, Corning, New York.
President-elect, New York State School Board Association.

A Budget-Building Program

Chris A. De Young, Northwestern University

Professional literature is replete with references to *school-building* programs; seldom is mention made of *budget-building* programs. Now that budgeting in most schools has passed beyond the elementary stages, it seems desirable to substitute for the common term "budget making" the more mature concept "budget building." As indicated in the first of the series of three articles on building better budgets, the quality of school budgeting will improve markedly as administrators outgrow the practice of hastily preparing financial estimates, and substitute the broader concept of *building* budgets.

Furthermore, the necessity for a definite financial *program* is implied from the caption, "A Budget-Building Program." Etymologically the word *program* means a public proclamation, an official bulletin, a comprehensive plan. A school budget may develop into an official, educational, and financial program.

Leadership in the Program for Building Budgets

The budget should be an integral part of a modern school-finance program. It must, of course, be cautioned at the outset that the school budget *per se* is not a panacea for all financial and educational ills. It will work no miracles but as an instrument, as a means toward the end of facilitating instruction, it is a useful and necessary tool.

In many communities the educational process has been greatly advanced through the erection of practical school buildings which epitomize the constructive genius of educational leaders. Today in hundreds of cities there is an urgent need for the application of this constructive talent to the problems of school finance. A well-built budget may not form so conspicuous a monument as a well-constructed school building, but it can be made a written record of which the author may justly be proud.

Analogy Between Building a Schoolhouse and a Budget

A helpful analogy exists between erecting a schoolhouse and building a budget. In the early history of school finance, arguments for the intrinsic value of budgeting were drawn from fields outside of education. Now, in building budgets, we can secure direct aid from sections of our own field, especially from school buildings. The meticulous building programs of progressive cities offer many clues as to how we may proceed in a program for budget building, for it is a patent fact that we have better buildings than budgets. Clinching proof that most school budgets are poorly constructed is found in tangible evidence garnered by J. W. Twente,¹ N. L. Engelhardt,² and a recent nation-wide study of budgetary practices.³ It is doubtful whether we can dignify most budgetary efforts as a financial program.

The parallel programs for constructing a school and for building a budget contain essentially the same four steps:

1. Preparation of the plans and specifications.
2. Presentation and adoption of the plans.
3. Use of the plans.
4. Appraisal of the program.

These steps in the two programs will be discussed, the first in some detail, and suggestions will be drawn for building budget programs.

The present paper suggests an important improvement in school budgetmaking by considering school financial problems on the long-term basis.—Editor.

1. Preparation of the Plans

Period of planning. When we plan to erect a building, for example, a high school, generally we have two plans. One is the specific plan for the structure, a high school on a certain site. Then there is another, the long-term plan, which raises such questions as: How does the proposed structure fit into the entire scheme of educational facilities, with population trends, with the rest of the program for elementary, junior, and senior high schools? Thus we have (1) the definite plan for this one structure, and (2) a long-period program, or a master plan, for the integration of all the schools in the city.

In building a budget, there should also be two plans: (1) the legal annual budget and (2) the long-term plan, which may be considered technically a budget. Long-term budgeting, like long-view ventures in building, is necessary to point out the potential road to be traveled.⁴ This long-term budget is somewhat new in school finance, but it is destined to have a great steadying influence on public education. The Charter of Finance, drafted by the National Conference on the Financing of Education, urges for every state: "a long-time financial plan for public education, comprehensive in scope, based on experienced judgment and objective data, coöperatively developed, continually subject to review and revision, and reflecting faithfully the broad educational policy of the people."⁵ An application of long-term planning may be that of following the "pay-as-you-go" policy in good years, reserving borrowing power for times of depression or dire need. Conspicuous in an economic crisis is the tendency to think in terms of the immediate. Today schoolmen may well emphasize long-period planning in order to counteract the myopic views of tax-fighting zealots who see only those objects near at hand.

Educational Plan the Test

Educational Plan. The long-term and short-period budgets involve the following three types of plans: (1) the educational, (2) the financing, and (3) the spending. In the SCHOOL BOARD JOURNAL, for January of last year, appeared an article entitled "The Integration of Educational and Architectural Planning," which gives a pictorial account of a school edifice built on a specific educational plan: "It was the definite aim of the educational and architectural planning to provide an institution which in its physical aspects would facilitate instruction in accordance with a specific philosophy of education."⁶ The educational plan was decided first and then the school was erected.

In a recent, practical contribution to the field of school buildings, entitled *Efficient Business Administration of Public Schools*, G. F. Womrath says: "When a site is to be built upon, the next step is for the superintendent to prepare the educational specifications of the buildings."⁷

⁴Moehlman, A. B., "Making Finance the Servant Not the Master of Education," *The Nation's Schools*, September, 1931, p. 64.

⁵*School Life*, September, 1933, pp. 12-13.

⁶Jay, J., "The Integration of Educational and Architectural Planning," *THE AMERICAN SCHOOL BOARD JOURNAL*, January, 1932, pp. 36 ff.

⁷Womrath, G. F., *Efficient Business Administration of Public Schools* (Milwaukee: Bruce Publishing Co., 1932), p. 1.

Significantly he devotes an entire chapter in this publication to the subject "Educational Specifications for School Buildings." The author is unequivocal in his recommendation as to who should prepare these specifications: "The superintendent should be the one to summarize in an educational specification the educational requirements which a new school building should embody."⁸

The ideal school budget also contains the three types of plans enumerated above. The work or educational plan should come first: "Before a financial statement estimating the future income and outgo can be prepared, the educational program which is to be must be determined and approved."⁹ Here, too, the superintendent should be called upon to prepare the educational plans for board approval. A good example of a budget in which the educational plan is carefully worked out is that of Hamtramck, Michigan. An illustration from one of their budgets cites part of the educational policy relative to kindergartens:

"It is the policy of the board of education to provide each child who enters with one session of two and a half hours daily in classes containing 35 or 40 children. . . . It is the policy to furnish all necessary supplies."¹⁰

The building of a strong foundation, a well-formed program, and educational philosophy on which to construct the financial requests and estimates, is one of the greatest of budgetary needs. Only two of twenty budgets selected at random from a hundred such documents were found by the writer to contain even meager references to an educational program crystallized into tangible written form. Just as a school building is erected only after the schedule of rooms and other educational plans have been prepared, so, too, the budget should have its genesis in well-formulated educational policies.

The Financing and Spending Aspects

Financing Plan. A second element in a building program is the financing plan. This generally involves a bond issue, the details of which must be carefully worked out. The credit of the district and legal restrictions on bonding are important factors in financing the proposed structure.

The credit of the school district and legal limitations on tax rates, and so forth, also have a bearing on the financing plan of the budget program. While all three parts of the program are to be well integrated, much emphasis should be given to the receipt side. This phase of budgeting has been lamentably neglected.¹¹ Many of the budgets studied by the writer do not include a single reference or line to the estimating of receipts. Many extraneous factors affect budgeting disastrously,¹² but these uncontrollable forces do not release school officials from the task of estimating, as accurately as circumstances permit, the amount of available income.

Spending Plan. The spending plan forms the third part of the program. As portions of the building are finished, money is paid out for the work completed and accepted. The spending of public money appears simple, but in its very simplicity lurk many dangers, necessitating strict surveillance: "After the bids are received and the contracts awarded, the construction of

⁸*Op. cit.*, p. 33.

⁹Engelhardt, N. L. and Engelhardt, F., *Public School Business Administration* (New York: Teachers College, Columbia University, 1927), p. 515.

¹⁰*Budget Procedure*, Hamtramck, Michigan, 1931, p. 25.

¹¹Twente, J. W., *op. cit.*, p. 14.

¹²De Young, C. A., "Extraneous Factors Affecting Budgetary Practices," *THE AMERICAN SCHOOL BOARD JOURNAL*, November, 1932, pp. 38-40.

¹Twente, J. W., *Budgetary Procedure for a Local School System*, 1923.

²Engelhardt, N. L., "Analyzing the 1932-33 Budgets," *School Executives' Magazine*, March, 1933.

³De Young, C. A., *Budgetary Practices in Public School Administration* (Evanston, Ill.: Northwestern University, 1932).

the building begins, and from then on the most rigid building-construction supervision should be observed.¹³ Spending without supervision or check leads to waste, as evidenced by the numerous incompleting school buildings that dolefully dot almost every state of the Union.

In budgeting, the spending plan calls for careful advance calculations and strict scrutiny of all expenditures. In a single school system one may find two conflicting forces at work, the one epitomized by the administrators who say, "Don't spend all that you are allowed," the other by persons who work under the slogan, "Spend all you can get." In most schools no settled policy determines what should be done with the balances remaining in the various funds at the end of the fiscal year.

Just as the three plans, educational, financing, and spending, are integrated and triangulated in the erection of a school building, likewise they should be interrelated and coalesced in a budget-building program.

Specifications Eliminate Guesswork

Specifications. In addition to the blue prints, a school-building plan calls for minute specifications of materials and workmanship. Details must be described meticulously; they cannot be left to guesswork.

Budgeting certainly calls for specifications. Many superintendents employ a detailed list of specifications for articles to be purchased under the budgeted amounts. The more accurate the description, the more comparable are the bids received from the vendors. These standards may be drawn up coöperatively with the aid of teachers and supervisors, and revised from time to time. The city of Lansing, Michigan, supplies a standard list of equipment for each classroom, in addition to a supplementary list. One of the main reasons for using object classification in accounting is to facilitate the securing of bids and the making of comparisons from year to year. The budget of Gary, Indiana, gives a detailed list of allocated expenditures for such articles as dust pans and brooms, over a period of eleven years, with an average for the period. There is, of course, the danger of making budgets too detailed, but most administrators err on the side of vagueness and inaccuracy.

Assistance of State Department. In perfecting plans for a schoolhouse, the State Department of Education through its representatives generally lends leadership to the local community. The experts set up standards, they examine the blue prints, and make suggestions and alterations.

A few State Departments of Education assume aggressive leadership in budget making. Some states, including California, Ohio, and Rhode Island, provide a definite budget form on which the estimates must be tabulated by all schools in the state. This makes for uniformity in classifications, and stimulates some laggards to prepare budgets. A few states, among them Michigan and Pennsylvania, distribute accounting forms and manuals for school officials. Character classification assumes far-flung significance when it is required uniformly throughout a state and nation. In accounting, not individuality but uniformity is the goal.

Child Statistics Basic

Child Accounting. Child accounting is inextricably linked with a building program. Accurate data on school attendance, census figures, the number of children in a city block, the birth rate, the mobility of school population—these and scores of other child-accounting statistics are the bases on which the proposed school building is erected and classrooms provided.

To counteract the tendency to think only in terms of dollars and cents, child accounting

should receive more attention in the budgeting program. An annual, accurate school census aids in the prediction of attendance for the year covered by the budget, yet six of the twenty schools in five states visited by the writer had not taken a census for several years. A unique use of census enumeration in an indirect but tactful manner is illustrated in the comment of one superintendent interviewed: "This year I met with the census enumerators and told them that they would undoubtedly, due to the national and local financial depression, hear complaints against the school and school taxes. I told the enumerators what arguments to anticipate, and what statements to use in defending the school. Above all, I told them to be sympathetic. This depression places many people under an emotional strain, and we as census enumerators must be patient and listen to their difficulties."

Many administrators overlook a golden opportunity for building good will and school support when they make a hurried tabulation of vital statistics. Certainly, accurate projection in building and budgeting programs necessitates complete data on child accounting. Such data can be used convincingly in the presentation of the budget.

2. Presentation and Adoption

Presentation. When the superintendent and the architect have mapped out the main features of the building, then the rough plans, or blue prints, and specifications are presented to the board of education, by whom they must be adopted. Frequently they are accepted only temporarily, pending revisions. The plans are often altered many times during this evolutionary and coöperative process.

Somehow or other, many superintendents feel that a budget must be adopted the first time it is presented. Some even go to the extreme of thinking that there must be no revisions at all, despite the fact that the amount of money involved in the annual school budget may be considerably greater than the sum invested in a school building. Until recent years, the school budget has not received much seasoned deliberation by the board of education. Through the use of questionnaires the writer found that in nearly 15 per cent of 821 schools in the 48 states, the board is not aware that the budget is to be presented at a particular board meeting. In 54 per cent of the cities, the budget was adopted at the meeting at which it was first presented. It is worthy of note, however, that none of the schools in Oregon follow this practice. To insure seasoned deliberation in "study sessions" of the board of education, a reasonable interval of time should elapse between the presentation of the budget and its formal adoption.

Adoption. Many superintendents and boards of education have to stage an intensive campaign of publicity in order to secure a favorable vote of the community for a new building. In most localities the project must be brought before the people as well as before the board. Not infrequently the proposed expenditure is voted down upon its first presentation to the people. Superintendents who have been discouraged by the difficulty of getting an annual school budget adopted promptly, should recall the attempts of certain local factions to retard education by repeatedly voting down a bond issue for school buildings.

In order to secure the favorable adoption and popular acceptance of the annual school budget, many administrators resort to newspaper publicity. The newspaper story should be written in plain language and set up in an inviting style. An understandable, graphic article on the school budget, preferably prior to adoption, can give an accurate analysis of the school situation, and accomplish for the local school budget

what leading newspapers of the country do for the annual budget message of the president of the United States, i.e., interprets a technical document in popular terms.

3. Administration or Use of the Plans

As the blue prints and specifications are being used in constructing the building, it is sometimes necessary to make alterations, additions, or subtractions. Perhaps there is a small allowance for emergency in the building fund. Reports must be made to the board of education from time to time on balances in the fund, as the building progresses. An attempt is made to keep intact the money collected from the sale of bonds. These and numerous other factors enter into the problem of the proper use or administration of the building plans.

From the use of building plans, we can glean a few pointers relative to the utilization of budget plans. We may have to make alterations after the fiscal year has started, or occasionally add items not included in the budget. We should not regard the budget as a dictator, ruling *ex cathedra*, nor as a shield behind which to hide when an unforecasted need appears. Too often has progress been halted and worthy experimentation stopped by the dictum: "It is not in the budget." As the year progresses, reports on budget balances are made to the controlling authorities. These school monies should be safeguarded against loss in transit from the taxpayers, through the banks, to their ultimate use. Doubtless the Federal Securities Act, effective in January, 1934, will prove helpful to school districts in this respect.

Administration is a crucial test for the school budget and its maker. A competent executive must be able not only to draw plans, but also to direct their execution.

4. The Appraisal

Finally comes the appraisal. This is one of the important functions of the board of education and of the community in general. The plans themselves and the building erected from them must be judged in the light of time and usage. Most noted of efforts at appraisal of buildings are the Strayer-Engelhardt score cards. Devices such as evaluations by appraisal companies and the calculation of per-cent utilization are also used.

In appraising the budget, a twofold procedure may be followed. A score card, or check list, may be used on the budget itself. Although research in budgeting is still in the rudimentary stages so that no final criteria can be developed as yet, a preliminary check list for school budgets has been devised. This was presented and discussed in the March issue of the *SCHOOL BOARD JOURNAL* under the caption, "The Format and Content of School Budgets."¹⁴ It is not a score card but merely a guide for building and appraising the budget. Another form of appraisal is the annual school audit which should contain comparisons between the *budgeted* receipts and expenditures and the *actual* receipts and expenditures. Of course, it must be remembered that the products in growth and learning of children are not measured easily, and hence much of the appraisal is of a subjective nature. Considerable progress is being made, however, in both subjective and objective measurement. Continuous appraisal is needed in both school- and budget-building programs.

In its final analysis, a building is judged in terms of its contribution to the learning process—to the child. Stress is placed on fire-resistant materials, fire escapes, proper lighting, and the health of the child. The child must be protected. So, too, a budget-building program should be judged by its contribution to the learning and welfare of the child.

¹⁴De Young, C. A., "The Format and Content of School Budgets," *THE AMERICAN SCHOOL BOARD JOURNAL*, March, 1933, p. 28.

¹³Womrath, G. F., *op. cit.*, p. 2.

The Hempstead High-School Overlapping Day

An Administrative Device to Effect Economy

Raymond Maure, Principal

Measures adopted for the sake of economy deserve close scrutiny. The present school population has been subjected to innumerable economies which have curtailed its educational opportunities. Educational leaders assert that American education has suffered greater retrenchments and losses than has education in any other country. It would seem, then, that earnest consideration must be given to any suggested plan, especially a successful one, which combines sound educational principles with financial prudence.

Adjusting the Day to the Students' Programs

Increased enrollments in public schools, particularly in the secondary division, have augmented the problems of school executives. Securing the passing of a bond issue for an indispensable building is an impossibility in most communities at the present time. Faced with overcrowded conditions, many administrators have adopted the usual plan of part-time or half-time sessions for their pupils, and the parents have condoned it. In the accommodation of a greater number of pupils, however, might lie the source of relieving the financial burdens of the community. In the Hempstead school district this situation for the high school was met by the adoption of a revised form of a system similar to one used in American colleges; that is, the length of the school day of each student is dependent upon the number of classes assigned to him.

The Hempstead plan has been successful because of its advantages to parents, taxpayers, the board of education, students, and teachers. The employment of this plan has proved extremely economical and is, therefore, popular with taxpayers. It is favored by the parents because a child may secure as long a school day as his abilities require and his parents desire. No child is compelled to attend a short-time session. It is popular with the teachers because without being detained late in the day they can assist a child who needs special help. It has, moreover, prevented large salary reductions. It is popular with the pupils because they are not assigned to study periods during the school day unless these are deemed necessary by the teachers and the administration, and because each child can receive special help without waiting until the school day is ended. It is also distinctly advantageous to those students who must earn some money by part-time work and who desire to continue their high-school course.

It is an advantage to those students who need midday sunshine and exercise to promote their health. It has proved popular with the board of education because with greater student enrollments it has enabled them to refrain from increasing the school's budget, and thus they have satisfied the overburdened taxpayers.

The Educational Advantages

Overlapping daily programs generally have been received with disfavor. The reason for this disfavor is that many principals have used only the features necessary to accommodate additional pupils; they have failed to recognize the educational advantages or to capitalize the opportunities provided for adjusting children's daily schedules to their individual needs. The educational advantages, summarized briefly, are as follows:

1. The accommodation of a greater pupil load.
2. The more constant use of the school plant and the particularly beneficial use of the assembly hall, gymnasium, and cafeteria.
3. The special emphasis on schedules providing for individual differences of children.
4. The economy of instructional and administrative costs.
5. The opportunity of adjusting the student's schedule according to his I.Q. and his E.Q.
6. The opportunity to consider the home conditions and hygiene, both mental and physical, of the child in arranging his schedule.
7. The improvement in class discipline due to lack of fatigue.
8. The retention by children who commute to school of beneficial recreational periods.
9. The improvement in articulation between high school and college.
10. The choice of working hours for teachers.
11. The enabling of the preparation of a more flexible program of study.
12. The promotion of the scholarship of the school.

In the Hempstead system, operating on a ten-period day, children enter school at any period from the first to the sixth periods, inclusive, and are excused any period from the fifth to the tenth. The length of the child's school day depends upon three factors: his scholarship, his I.Q., and his study habits. Non-resident students attending a full day are assigned to one of three lunch periods: the fifth, the sixth, or the seventh; residents may have two free periods at midday, enabling them to lunch at home. This arrangement prevents over-

crowded conditions in the middle of the school day when, ordinarily, both morning and afternoon students would be in school. If study periods are assigned to a student, the number depends chiefly upon his ability and his study habits. If his scholarship falls, additional study or special-help periods are added to his program. Each student is assigned to a homeroom for the purpose of registration during the second or the eighth period. Any child attending sessions after the second period has his attendance recorded in his homeroom the eighth period.

Typical Students' Days

To comprehend the scheme better, let us take different schedules which are typical of many cases:

A student enters the first period and attends five classes and one study hall and is excused for the day at the end of the sixth period. His register or homeroom period is the second period.

A second student's schedule starts with the third period and ends with the ninth period. This student's home or register room is the eighth period and his lunch period the sixth.

A third student starts the sixth period and ends the tenth. His register-room period is the eighth, and any necessary special-help period he required will be given during the fifth.

A fourth child is a poor student with unsatisfactory study habits. He will start school and register the second period, will have his lunch at home during the sixth and seventh periods, and be excused at the end of the tenth period. Four periods would be devoted to classes and four periods to study or help periods.

Attendance taken during registration periods is reported immediately to the principal's office, and at the close of the school day each teacher checks from a list compiled by administrative clerks the absentees in his classes for each period of the day. This procedure affords an accurate check of the attendance for all students for each period of the day.

With this outline of the Hempstead system in mind, let us note just what can be accomplished, first, in using a school building to capacity. This high school, built in 1921 at a cost of \$634,000 to accommodate 1,200 students, enrolled 2,200 during the past year. Table I shows enrollment by period and indicates that more pupils are in school during the third period than any other period of the school day. The freshmen and most sophomores are scheduled for



HEMPSTEAD HIGH SCHOOL, HEMPSTEAD, NEW YORK



SPECIAL HELP PERIOD, HEMPSTEAD HIGH SCHOOL, HEMPSTEAD, NEW YORK
Students receiving special help from instructors in the cafeteria.

TABLE I. Enrollment in Hempstead High School by Periods

Periods	Study Halls	Classes	Total
1	25	975	1,000
2	348	1,099	1,447
3	557	1,161	1,738
4	579	1,133	1,712
5	258	1,250	1,508
6	118	1,235	1,353
7	123	1,065	1,188
8	305	1,036	1,341
9	135	900	1,035
10	110	540	650

the afternoon classes, and all failures in these classes are assigned to an additional study-hall period during the morning session.

Using All Rooms All Day

The maximum number of students who can be accommodated in classes during any one period is 1,250. These students are distributed in 36 classrooms, including the following rooms for special classes: one shop room, one music room, two domestic-science rooms, one mechanical-drawing room, one free-hand-drawing room, one chemistry laboratory, one physics laboratory, and one gymnasium. This arrangement allows 27 rooms for straight academic and commercial work. The smallest room seats 27 pupils, and not more than 45 seats are available in any classroom. Study space is provided in the auditorium. Two study rooms and the cafeteria provide space for special-help classes. In programming, the principal utilizes each period of the day for either classes, study halls, extracurricular clubs, or special-help classes.

As well as being economical of space accommodations, the Hempstead system is economical in the use of the teachers' time. Sixty-three teachers are employed for the total enrollment of 2,200 students. A teacher is assigned six periods of teaching and has supervision over one extracurricular activity or special-help or study group. In this system there is no unnecessary time spent by the teachers in supervising the usual study periods. Any school supervisor knows the waste of time during these periods and the difficulty of forcing children to study regardless of the physiological or psychological condition of the child. Most of the discipline problems arise in study halls. When study periods at school become less essential in the life of the pupil, teachers may devote the period formally assigned for this work to actual

teaching. Table II indicates the distribution of study periods in this system. In a one-session school each student is usually assigned to three study periods a day. The table shows that in Hempstead, 1,945 students have less than three study periods a day, and 178 students have three or more study periods a day. It can readily be seen, therefore, that less of the teachers' valuable time need be devoted to study halls.

Since it has been shown that in the Hempstead system the teacher for at least two periods

TABLE II. Pupils Enrolled in Scheduled Study-Hall Periods in Hempstead High School

No. of Study Halls	*No. of Pupils	Percentage
0	487	22.95
1	848	39.88
2	610	28.69
3	157	7.37
4	21	.98

*Discharged pupils not included.



NINTH PERIOD STUDY HALL, HEMPSTEAD HIGH SCHOOL, HEMPSTEAD, NEW YORK

of the day may direct his energies toward special student help, it is not difficult to understand that the system has promoted the scholastic record of the school. Since it was first adopted, the percentage of students passing Regents' examinations and those receiving honors has increased considerably each year. More than adequate provision is made for helping the dull, average, or superior student. Such help could not be had in the full-day session without keeping the child after school hours — late in the day. In our system it is found that assigning a teacher to a nine-period day is sufficient to meet the demands of teaching and special-help periods.

Special Help Possible

Special-help periods may be voluntarily requested by the pupils or may be assigned by the teacher or the administration if they are deemed to be to the advantage of the pupil. All students failing one or more subjects at the end of the first marking period and those students who would benefit by special classes or additional study are assigned to help groups. An inflexible school day does not provide this opportunity.

The Hempstead system created a real problem in providing time for extracurricular assignments. The former plan of running these activities in the middle of the day had to be dropped when the system was adopted. One or two activities most worth while, were brought into the regular curriculum. The clubs were assigned to after-school time beginning at 3 p.m. This limits the number entering activities, but most of our upper-classmen are not deterred from joining one or more clubs; and underclassmen are given the privilege of affiliating themselves with one organization of real value. The club programs have become more vital in the life of the school as the interest is now genuine.

The Hempstead system is not a panacea for all administrative and scholastic ills, nor should it be adopted without providing safeguards against the many abuses to which overlapping systems generally have been subjected. The system will, with minimum supervision, promote scholarship. If properly administered, it can be used in the present emergency as an economic measure that need not limit the educational opportunities of the children; and it does effect economy.

The Revival of the TEXTBOOK

Frederick E. Bolton, Professor of Education, University of Washington

For many generations the textbook was accorded a most conspicuous and honorable rôle in American education. Thousands of boys and girls were so thoroughly familiarized with Webster's blue-black speller, McGuffey's readers, Swinton's grammar, Monteith's geographies, Goodrich's history, Ray's arithmetics, Steele's physiology, Olney's algebra, Wentworth's geometry, and other texts of similar fame, that they have never forgotten the books nor the high points of their contents.

Some Modern Results

Those who were thus schooled claim, and probably with some considerable truth, that they still remember many specific passages in those old texts. Contrast that with thousands of answers that have been given to college instructors by recent secondary-school graduates regarding the books that they studied in the lower schools. A typical answer is, "I don't remember the title of the book or the author. It had a green cover." Or, "We used many books. We did research work." Or, "We had projects, or units, or contracts." "Well, what were the topics considered?" "I don't remember the topics or the content. I know it was awfully intriguing!" Answers given by college students on secondary-school subjects whether secured by the essay type of examination or by true-false, multiple-choice, or other objective tests are certainly often very disappointing and depressing. The inaccurate and ridiculous answers so often received have formed the theme of many jokes about present-day education.

For those who believe that the subjects are thoroughly mastered and retained, the accompanying facts may come as a shock. A test in algebra was given to nearly two thousand high-school pupils during their second semester in algebra. The test covered only the four fundamental processes of addition, subtraction, multiplication, and division. The very simplest examples were given. No problems were included. The tabular statement following gives typical examples and the per cent of pupils who gave wrong answers. The results of the examination were shown to me and I was so astonished that I asked to have a similar set given to my classes in educational psychology. Typical examples and the per cent of wrong answers given by 45 juniors in the university are indicated in the tabular statement. More than a hundred others, including juniors, seniors, and graduate students, did about the same as the group reported.

Per Cent of Wrong Answers Given by (a) High-School Pupils Taking Second-Semester Algebra and (b) University Juniors

Examples	Per Cent of Wrong Answers
(a) High-School Pupils	
Add -3 and 6.....	6%
Add 3 and -6.....	6%
Subtract 8 from -3.....	32%
Subtract -8 from 3.....	34%
Subtract -3 from -8.....	24%
Multiply 3 by -4.....	2%
Multiply -4 by 3.....	2%
Divide 2 by 6.....	46%
Divide -2 by -6.....	53%
(b) University Juniors	
Add 2b and -4a.....	70%
Add -2 and 3/2.....	42%
Subtract -2 from 4.....	78%
Subtract -12a from 8a.....	75%
Subtract -2/5 from -3/7.....	78%
Multiply -2a by -3a.....	48%
Multiply 4 1/3 by 3/5.....	29%
Multiply -5 by 3b.....	56%
Divide -8a by -3a.....	64%
Divide -2a by -3ab.....	68%
Divide -1/3 by 3.....	53%
Divide 2/3 by 3.....	58%

In what high schools the university students were trained I do not know, nor do I wish to

single them out. The students were a very cosmopolitan group, probably coming from twenty states and from every section of our domain. No inquiry was made regarding the methods of learning employed. We do know, however, that the students were schooled during a decade when the textbook was greatly tabooed and when there were great waves of "projects," "units," and "contrasts." There is a belief also that a former generation of algebra pupils retained considerably more from their algebra study. We have no statistics on this, but many believe that such is the case. Many believe also that the rigid adherence to the textbook had something to do with it. The foregoing does not prove, of course, that divergence from the textbook is the cause of the poor showing in algebra. That the results were disheartening, is very evident and one has a right to wonder if better use of textbooks might not produce more favorable results. Wonder is the beginning of science.

Criticism by the National Survey of Secondary Education

Beauchamp, in his monograph on *Instruction in Science* prepared for the recent National Survey of Secondary Education, has called attention to the great waste of time and the superficial teaching sometimes observed in following some of the substitutes for the textbook method. He says, for example, that "In the junior high school a great deal of the work is done by what one may call the committee method. This method is carried on in several ways. By one technique the large topic under consideration is broken up into smaller topics and each of these smaller topics is assigned to be reported upon by a committee. By this method a pupil prepares only for that part of the topic for which he is responsible. Each committee reports and the rest of the pupils listen. In the classes visited, the reports were often dull and received the attention of but a small minority of the pupils. In some classes, the teacher had discovered this and required pupils to take notes and pass a test on the information given. This procedure assumes that the report is for the purpose of giving information to the student and, since a large amount of the class time is spent in reporting, this really becomes the major objective of the course."¹

How much better would it be for the teacher to impart the information than to have the pupils listen to superficial, poorly selected, badly organized statements from immature and often poorly prepared pupils. With the proper use of a good textbook the entire class would possess the background for receiving the information supplemented by the teacher.

Good recitations are by no means verbatim reproductions of textbook statements. The teacher may call for statements of facts discussed in the text, but the questions of a competent teacher are so stated that verbatim memorized answers will be impossible. The answers should represent the carefully worded response to a thought-challenging question. The question should provoke a new point of view for the whole class. A college student once said to his instructor when asked a question relating to a lesson studied, "I never thought of that," and seemed to feel that the teacher had no right to ask the question. The teacher said "I knew you had not thought of it. That is why I asked it. I wished you to get a new idea." That was the teacher's contribution to all the class. A textbook may be followed rather closely as a text, and at the same time the pupils must feel that

in every class period they have had something to challenge their thinking and power of expression, and have also received a contribution from the teacher.

Weaknesses of Textbook Taboos

Beauchamp also reports his observations concerning the use of several textbooks in a given class. He says that the taboo against using a single textbook is so strong that "if teachers in some schools are asked, 'What textbooks are you using?' reply with evident pride, 'We don't use one textbook, we use several textbooks.' In these schools it is generally the custom to provide several sets of textbooks, which are kept in the classroom. The student, as a rule, therefore, does not have a book of his own that he may take to the study period or home. How does this method compare with the method in which a pupil has his own book? Another problem relates to the use of several books. Assignments are often made of a given problem or topic to several books in which the content is entirely repetitious. Pupils wander around the room looking for books and waste a great deal of time. Since the content is repetitious could the time not have been spent more advantageously in studying one book? The organization of the different books usually varies to a considerable degree. To make assignments to a specific topic in any given book often takes the content out of its setting in the book and in many cases makes the material misleading or unintelligible. For example, if one book covers air pressure in an early part of the book and the pupils are assigned to a later part dealing with water supply, it is assumed that air pressure has been covered and the material is dealt with accordingly. The class may not, however, have covered air pressure in their regular classroom work, so that the new material is unintelligible. The same problem occurs with many courses of study. They are put together without regard to any existing materials on the content represented. The result is that the pupil must read one paragraph on page 311 of one book, one paragraph on page 22 of another book, and so on, for the other references. In the classes visited, a large portion of the time supposedly used by pupils for supervised study was spent in looking for books or looking up isolated passages in books. The problem is probably not so much that of deciding whether one book or many shall be used as it is that of providing a technique which will result in the most efficient use of the pupil's time."²

Mistaking Aids for Core Materials

Various kinds of collateral materials are frequently used and in a variety of ways. Their use is perfectly laudable if they are really collateral material which supplements and reinforces some central core of instruction. This latter the textbook is especially designed to provide. Beauchamp discusses the use of scrapbooks, posters, and related materials. He says that "In junior-high-school classes one often finds a vast collection of posters, scrapbooks, and exhibits which have been made by pupils. Arranged properly in a room they are impressive to the visitor and if mixed judiciously with living materials and apparatus make an effective atmosphere for the science classrooms. Two questions, however, arise in this connection, namely, (1) Is the use of classroom time legitimate for making materials of this sort? and (2) What values are derived from this type of work? In many schools these projects are carried on voluntarily outside the classroom. Sev-

¹ Beauchamp, Wilbur L., *Instruction in Science*, United States Office of Education, Bulletin, No. 17, 1932, pp. 47-48.

² *Op. cit.*, p. 47.

eral classes were visited, however, in which scrap-book making was, at least during that day, the sole activity. The work consisted in cutting out colored pictures of foods, machinery, newspaper clippings, etc., and mounting them in a book. In some cases captions were written under them and in others not. In some of the notebooks the material was classified under different headings, in others not. In some cases the material collected related to the topic under discussion and in others not. All in all, the notebooks represented a miscellaneous collection of materials collected in a more or less haphazard fashion. In one of the classes, the entire period was spent by different pupils holding their notebooks up in front of the class (the majority of the class could not see them) and telling the class, 'This is a picture of —.' If one considers this procedure in relation to the objectives of the course, it is hard to conceive of any value beyond 'securing an interest in science,' and it is questionable if this is an outcome. Scrapbooks undoubtedly have a place in junior-high-school science, but we need to determine what the function is."³

Slovenly "Contracts"

Beauchamp calls attention to various other types of materials that either displace the textbooks or are supposed to remedy their defects. These include guide sheets and work books. He shows that in many cases these aids merely duplicate the procedure suggested by the text or require one that is highly haphazard and inferior. Often these require a perfectly mechanical matching exercise and displace all initiative and independence in selection and organization.

Most of the "contract" plans are inferior substitutes for a well-organized textbook. I have never seen any that included any better questions and directions than could be formulated by the teacher using a textbook. All that I have examined are faulty in organization and in expression. In a contract before me prepared in a large-city high school there are twelve glaring errors in English, including punctuation, capitalization, spelling, and incorrect symbols. Many of the statements are poorly phrased. There appear such vague expressions as, "Talk about a book you have read," and "Give the name of a book." That whole series of contracts shows no well-organized pedagogical arrangement. If the foregoing are typical of the substitutes for textbooks in a foremost city, what should we expect of the average, immature beginners in the thousands of rural, village, and small-city schools?

Varying Uses of Textbooks

Of course, the use of the textbook varies with the subject matter and the objectives of different courses. Subjects like arithmetic, algebra, and geometry cannot be varied much in the topics selected, the definitions and concepts expressed, or the sequences of materials. They have been so carefully standardized and the amount of practice material is so large in many good textbooks that it is absolutely unnecessary to secure more than occasional material from other sources. In fact, to give many outside references in elementary mathematical subjects is to distract and bewilder rather than to clarify and enlarge concepts.

Lide, in the recent monograph on mathematics in the secondary school in the National Survey of Secondary Education asserts that the textbook plays a very large rôle. He says: "The dependence of the classroom teacher on the textbook in use varies, of course, with different schools, but in the majority it plays a very important part." In some cities pupils are not confined to a single text. "In some of the cities visited, the textbook used in one or more grades is one written by a member of the mathematics department of that city. In St. Louis and De-

troit the new textbooks adopted for ninth-grade mathematics are being used as the basis of the course of study outline to be written later."⁴

In elementary courses in physics and chemistry a single good text and the accompanying laboratory manual arranging the laboratory exercises are far more efficient than a large number of references to books all organized on different bases. Each one of the several might be a very good book, but no two are likely to be organized on the same plan. Superficial and intermittent reference to them is more apt to confuse than to enlighten. Occasional specifically assigned references on certain topics may be very valuable in enlarging or emphasizing certain items not sufficiently treated in the given text.

The competent teacher does and should, of course, contribute much by way of addition, interpretation, analysis, and emphasis. Much supplementary material, especially in the form of applications to everyday life should also be secured by pupils from observation of the industries and from articles in the magazines and the daily press. But throughout the entire pursuit of the elementary course a logical unity should be followed, and as an outcome certain fundamental facts and concepts should have been learned and recorded in such a manner that the pupil has a grip on the scientific foundation principles of the subject. This he cannot get from superficial, sketchy excursions into a variety of methods of treatment. At this stage he is not ready for a rigorous comparative analysis of different presentations. Before being able to compare scientifically he must have something to compare.

⁴Lide, Edwin S., *Instruction in Mathematics*, Bulletin No. 17, 1932, p. 58, National Survey of Secondary Education, Monograph, No. 23.

The Teacher Must Teach

In using a textbook the teacher does not merely assign a certain number of pages for reading on a brand-new topic and then the next day call for a verbatim reproduction of the words of the book. All new topics are and must be introduced by the teacher. Sometimes this means the unfoldment of a principle, sometimes a statement showing the relation of the old acquisitions to the new material to be considered, always challenging questions which will stimulate interest and enlist thoughtful consideration as the new reading is done. Sometimes there will be practice exercises or problems applying principles being studied. Where can these be found better adapted than in a good textbook? My recent examination of books on mathematics, physics, chemistry, and general science convinces me that the practice and problem material is well selected. This does not preclude the use of other material, but its necessity is small.

In a subject like geography much less close adherence to the text and much greater use of the library are desirable. Here the main objective is the accumulation of a large number of facts and appreciations rather than the unfoldment of a rigorous sequence of logically related principles. The facts of geography may be accumulated in a far more heterogeneous order than those in mathematics. Even in geography there are certain causal relations that make considerable organization necessary, and this a good textbook furnishes. The search for supplementary material should be stimulated by the textbook, and in turn the contributions should enrich the well-organized textbook.

In history, abundant use should be made of a well-stocked library. This accessory is a vital necessity in efficient history teaching. In the junior high school and the senior high school the



objective is not "research" as it may very properly be in advanced college study of history. In the elementary and the secondary school the text is the indispensable guide and the library is the supplementary storehouse of materials which will enlarge horizons and make concrete and meaningful many condensed and abstract accounts of events. The teacher makes definite contributions from library sources as well as interprets the condensed text.

The study of civics necessarily deals with current vital problems of organized society. The primary objective is more than the accumulation of a body of stereotyped facts; it includes the development of right attitudes toward the problems and duties of the worthy citizen. Naturally, most of the facts should be connected with the everyday civic life surrounding the pupil. Observation of local, state, and national government, the perusal of the daily papers, a study of magazines, and attention to the everyday street-corner and breakfast-table talk should furnish the materials for much of the classroom consideration. The textbook in civics plays a very different rôle than the text in a course in algebra. But even in civics there are many well-organized textbooks that present in an orderly sequence a rich array of vital facts which will form the starting point and the guide for most of the discussions.

Other Recent Expressions Regarding Textbooks

Douglass recognizes that the slavish and unintelligent use of textbooks is deadening. He says, however, that this need not be so. If textbooks are rightly and intelligently used they effect a tremendous saving of time and energy of both teachers and pupils. They furnish an outline and an organization, and facts almost beyond number. If all of this were left to the individual teacher, it would entail a tremendous burden and would not be so well done as in the textbook. Of course, the text is to be supplemented with talks, pictures, laboratory and library work, field trips, etc. The text, however, furnishes the guide.

In his own words, Douglass says: "There is no means that equals a good textbook for the logical organization of materials. . . . Textbooks possess many valuable pedagogical devices which should be utilized by the teacher and the student, such as illustrative material, maps, pictures, diagrams, outlines, indices, tables of contents, summaries, paragraph and marginal headings, problems, exercises, collateral references, and suggestions to teachers and pupils."⁵

Several years ago Dr. Jesse F. Newlon wrote: "No one can foretell what the process of evolution will be for the textbook. Today it is indispensable to the great body of American teachers. The quality of teaching is still determined in large measure by the quality of textual materials available. It is of the utmost importance, therefore, that our textbooks be of the highest quality, that they represent exact scholarship, that they be organized and written in an interesting way, and that they embody the soundest methods of teaching. The work of the teacher will thereby be greatly simplified. The artist teacher can give free rein to her imagination, knowing that materials are available."⁶

Bagley has well said that "The trouble with the use of textbooks in our schools is not that the methods of using them are 'formal' but that these methods are so often unintelligent and stupid. I believe that this contrast holds pretty generally in our efforts to cure the ills of education. We condemn the lecture method *in toto* when the real object of our condemnation should be the poor lecture. We condemn the textbook teaching out of hand when what we should con-

demn are the numberless stupid ways of using textbooks. Within a decade we have embraced in close succession problem teaching, then project teaching, then the contract plan, then the activity program, then the unit plan — ever on the hunt for a foolproof formula. There is no such thing in teaching. Every one of these patterns or procedures has its virtues and the probability is that no one's schooling should be entirely dominated by any one or any two or any three of them. The only solution of the problem lies, not with the system nor with the pattern nor with the method, but with the teacher. . . . Whatever the evils of the textbook system may be, it is fairly clear that it is about the only force in American education that reflects a systematic and orderly procedure. Our teachers are not trained to give that type of systematic and thoroughgoing oral instruction that characterizes the best European practice. Our teachers are not even trained in the relatively simple techniques of using textbooks effectively."⁷

The Stabilizing Agency

At the meeting of the American Association of Teachers Colleges at Minneapolis in February, 1933, Dr. Bagley further declared that the textbook "is the only stabilizing agency left in American education. Children are protected against misinformation and the textbook makes it possible for parents and the public generally to know what the children are exposed to. It also makes it relatively easy in a very mobile population to insure a reasonable uniformity in materials which will operate to insure that community of culture which is absolutely essential to an effective democracy."

Mr. J. Morris Jones also recently asserted that "The textbook is as necessary to teacher and student as his kit of tools is to a mechanic learning his trade. Next to the teacher, the textbook comes first in importance. In many places, indeed, the textbook is the only course of study. As a rule, the new teacher, whatever her training may be, leans heavily on the textbook. Let there be no mistake about this one fact either: Our publishers have spared no effort or money in making the textbook what it is today — a thing of beauty and a joy forever."⁸

A recent publication of the Washington State Department of Education sent to superintendents and principals, reflects clearly the revived

⁵Bagley, W. C., "The Textbook in American Education," *Educational Administration and Supervision*, 17: 244-246, April, 1931.

⁶*School Executives Magazine*, April, 1933, p. 273.

recognition of the importance of the textbook. The author, Miss Jeanette Donaldson, state supervisor of upper grades and the junior high school, says on the topic "The Text and Study Habits": "It is not necessary to be apologetic about having a pupil read a textbook. It is not so much the use of a text but the misuse of it that has discredited this tool of learning. (1) A good text provides insight into the problem which the class and the teacher have opened up. (2) It serves as a review or expansion of the introduction given by the teacher. (3) It serves as a common background for class discussion. (4) It provides an opportunity for guided practice in certain study habits. (5) An excellent text offers examples of good methods of presenting new work. (6) It serves as a point of departure to other phases of the subject."

"Regardless of procedures used, it is necessary for the pupil to use, in an efficient manner, the basal text or similar book from which he is to secure information; therefore, the pupil should have instruction in the use of such a book. The book has an organization which the pupil should comprehend. Each chapter has an objective and a plan for reaching that objective. The pupil needs to have such organization called to his attention, and he needs practice in the study habits helpful in such an organization."⁹

Significance of the New Trend

These recent expressions by leaders who have really thought the problem through are very significant of a new trend in teaching technique. There will be less superficiality in expecting immature children to do "research" and an improved use of the textbook which is the best standardized guide in teaching yet devised.

The textbook does not exclude the socialized recitation, the project method, the unit method or any legitimate activity procedure. All of these should grow out of and accompany the use of the textbook. Perchance someone says that the proper objective of education is not the accumulation of facts but rather the development of the ability to think. To be sure the ability to think is a hoped-for outcome. But thinking does not occur in a vacuum. One must have something to think about — facts. The more exact the knowledge of facts, including principles, laws, generalizations, the more accurate the thinking. A good textbook is a valuable source of facts and a guide to orderly thinking.

⁹*Directed Learning in the Junior High School and Upper Elementary Grades*, p. 8, State Department of Education, Olympia, September, 1933.



JANITORS IN THE LOS ANGELES SCHOOLS ARE TAUGHT TO USE THE MOST EFFICIENT POSSIBLE PLAN FOR SWEEPING CLASSROOMS

Scientific studies have determined the minimum motion necessary and janitors are furnished with diagrams of these motions to cut down the time required in cleaning classrooms. In the above illustration a janitor has mounted the diagram on the blackboard and is using it as a guide. The correct method of holding the brush is also told.

⁸Douglass, H. R., *Modern Methods in High School Teaching*, pp. 11-14.

⁷*School Executives Magazine*, April, 1931, p. 358.

Variations in Instructional Costs During the Last Decade

Frank J. DuFrain, Assistant Superintendent of Schools, Pontiac, Michigan

Education, as well as industry and business, has been subject to varying production costs over the last ten years, the peak occurring, of course, in 1929-30. The per-capita cost of instruction, exclusive of debt service and capital outlay, based on the average daily attendance,

of Pennsylvania is \$86.73, comparing favorably with the \$86.52 average of the sixty-four cities reporting in 1932-33.

Since we know that the per-capita cost in many cities has shown much wider variation than is true of the group of cities as a whole,

Operating Costs*					
Rank	School Year 1922-23 Cities	Per-Capita Costs	Rank	School Year 1932-33 Cities	Per-Capita Costs
1.	Highland Park, Mich.	\$148.78	1.	New Rochelle, N. Y.	\$213.52
2.	New Rochelle, N. Y.	126.64	2.	Mount Vernon, N. Y.	180.06
3.	Tulsa, Okla.	121.97	3.	Berkeley, Calif.	148.28
4.	Fort Wayne, Ind.	119.72	4.	San Jose, Calif.	121.56
5.	Berkeley, Calif.	118.01	5.	Highland Park, Mich.	103.86
6.	Mount Vernon, N. Y.	115.17	6.	Elmira, N. Y.	102.65
7.	Pontiac, Mich.	114.18	7.	Jamestown, N. Y.	99.43
8.	Erie, Pa.	106.98	8.	Colorado Springs, Colo.	96.15
9.	Colorado Springs, Colo.	106.37	9.	Superior, Wis.	95.36
10.	Sioux City, Iowa	104.42	10.	Wichita, Kans.	94.20
11.	Kalamazoo, Mich.	104.03	11.	East Chicago, Ind.	92.40
12.	Rockford, Ill.	101.26	12.	Kalamazoo, Mich.	90.08
13.	Elmira, N. Y.	97.22	13.	Erie, Pa.	87.11
14.	San Jose, Calif.	94.19	14.	Sioux City, Iowa	86.06
15.	Lincoln, Nebr.	93.86	15.	Joliet, Ill.	85.99
16.	Wichita, Kans.	89.22	16.	Fort Wayne, Ind.	85.60
17.	Jamestown, N. Y.	89.15	17.	Rockford, Ill.	82.85
18.	East Chicago, Ind.	89.01	18.	Lincoln, Nebr.	80.83
19.	Huntington, W. Va.	88.00	19.	Tulsa, Okla.	80.73
20.	Joliet, Ill.	87.39	20.	Huntington, W. Va.	76.68
21.	Sheboygan, Wis.	82.52	21.	Brockton, Mass.	75.65
22.	Jackson, Mich.	81.47	22.	Lansing, Mich.	74.48
23.	Brockton, Mass.	81.11	23.	Jackson, Mich.	71.33
24.	Rock Island, Ill.	80.81	24.	Rock Island, Ill.	67.22
25.	Superior, Wis.	79.54	25.	Pontiac, Mich.	65.39
26.	Lansing, Mich.	76.72	26.	Decatur, Ill.	64.42
27.	Decatur, Ill.	72.60	27.	Sheboygan, Wis.	63.20
28.	Danville, Ill.	52.08	28.	Danville, Ill.	57.62
29.	Petersburg, Va.	50.10	29.	Portsmouth, Va.	48.76
30.	Portsmouth, Va.	44.65	30.	Petersburg, Va.	44.67

*No debt service or capital outlay is included in these costs.

An examination of the table shows that one third of these cities did not change their ranking positions more than one place. Decided changes in rank indicate greater variations in instruction costs. For instance, Superior, Wis., raised from twenty-fifth to ninth place, a sixteen-point raise. San Jose,

Calif., and Jamestown, N. Y., raised ten points. Pontiac, Mich., dropped eighteen places in rank with Tulsa, Okla., a close second with sixteen. Fort Wayne, Ind., slipped twelve, Sheboygan, Wis., six, and Rockford, Ill., five.

helps us to visualize the effect of the depression on education. The following table gives the average per-capita cost in cities of from 30,000 to 100,000 during the last ten years:

School Year	Number of Cities Reporting	Average Per-Capita Cost of Grades 1 to 12
1922-23	73	\$ 89.60
1925-26	61	91.03
1927-29	61	95.16
1929-30	66	102.68
1931-32	76	94.60
1932-33	64	86.52

A United Press dispatch states that the estimate of the average cost per pupil in the State

it is apparent that in many sections of the country education has not suffered to as great an extent as one would think likely to be the case. However, we were spending \$102.68 per pupil in 1929-30, which is about \$13 more per pupil than in 1922-23, and about \$16 per pupil more than in 1932-33.

To bear out the fact that the extent of the variation of per-capita cost is greater in some sections of the country than in others, the following table is given. Thirty cities are ranked according to their cost of education for 1922-23 and again for 1932-33.

Should Social Studies Be Fused? YES!

Dean W. W. Ludeman, Southern State Normal School, Springfield, South Dakota

In the September issue of the SCHOOL BOARD JOURNAL appears an article entitled "Should Social Studies be Fused?" in which Mr. W. T. Miller submits several objections to a plan of fusion. It is the purpose of this paper to offer an answer to Mr. Miller's position on combining the social-science subjects.

It should be stated that South Dakota is starting its third year using the fused plan of social studies in the grades, and although it has not been adopted in all counties and schools, the majority of the districts are using fusion. The program has received favorable support by the teachers, pupils, and school patrons where it has been used in South Dakota.

The fused set-up of social studies in South Dakota has been built up around five control-

ling themes, and in each grade there are units which bear upon one or more of these themes. The five themes basic in the program are: (1) the increasing interdependence of groups of people; (2) the necessity of man's adaptation to meet the requirements of subsistence; (3) man's increasing control over nature; (4) man's tendency to move from place to place in quest of a higher standard of living; and (5) the inevitable progress of democracy.

A program of 45 units has been built up and distributed throughout the eight grades to develop the five central themes. When the grade pupil has completed his eight years of elementary school, his experience with the several units in social studies is presumed to have impressed

upon him the five themes around which the work in social science is organized.

Pupils Do Master Social Problems

Mr. Miller objects to fusion of social studies on the grounds that "elementary-grade children cannot study problems of social relationship"; that "the interpretation of social phenomena should be the by-product rather than the heart of social-science teaching"; and that "it develops superficiality of thought rather than real mental power and adequate factual knowledge."

Grown-ups are always too ready to say that children cannot solve problems and do real thinking, hence many pupils never get a chance to think. We are surprised at the fine reasoning of a group of youngsters once we turn them loose to follow out the various angles of a given problem.

The experience of South Dakota with fused social studies demonstrates clearly the value of integrating the social subjects into large units. This unit method of presentation is based upon an independent plan of pupil research and investigation. The children are sent out to find evidence and data which will help them to solve given social problems. The assembled data is brought back to the classroom conference and a socialized open forum results. The pupils do the work with the teacher as guide and counselor, causing the children to acquire excellent habits of independent thinking.

As for superficiality of thought, very naturally there are pupils whose abilities would be superficial under any kind of a plan of curriculum set-up. One would hardly destroy an institution simply because a few individuals find it impossible to benefit by it. In the South Dakota program of fused units whether it is in the first-grade "home unit," the third-grade "Indian unit," the sixth-grade "unit on communication," or the eighth-grade "unit on transportation," pupils are having a wonderful chance to do some real thinking, and they are making good on their opportunities.

Fused Social Studies and Factual Knowledge

The claim is made that fusion fails to provide adequate factual equipment. There seems to be little strength to this argument. A few years ago the writer prepared a simple American history test of fifty objective statements and gave the test to large numbers of adults who had been out of school several years. It was appalling how little the average adult knew about the simple facts of American history. People retain facts very poorly, hence teaching methods especially in the social-science subjects have turned away from teaching multitudes of facts which are soon forgotten, and emphasis is being placed upon efforts to stimulate good thinking and solution of problems.

Teaching social studies by a fused plan does not need to prevent the obtaining of some factual knowledge. During the school year 1932-33 the author carried on an investigation to secure some evidence on this very problem. The pupils in the Southern Normal Practice School were given the New Stanford Achievement tests in September when school started and again in May a few days before closing. These two end-tests gave marks on pupil progress in all the individual subjects, including history, geography, and civics.

Since the pupils had been taught throughout the year by fusion, it was expected that they would fall down in their gain or progress in history and civics, and geography as indicated by the test results. Such was not the case at all, however, and although the average gains in these subjects were not as great as in literature and arithmetic, yet they were higher than the gains made in dictation and paragraph meaning, so the conclusions drawn seemed to support the contention that there is some progress in factual

knowledge even with fusion. The testing program results follow:

should want a textbook which would follow social studies units too closely, because this would

Data on Results of New Stanford Achievement Tests Given in the Southern Normal Practice School —
First Test on September 10, 1932; Second Test on May 17, 1933

	Average gain per pupil in score from September to May					
	Grade 4	Grade 5	Grade 6	Grade 7	Grade 8	Total
Paragraph Meaning	6	14	5.8	7	6.8	39.6
Word Meaning	7.5	13.9	15	6.4	5	48.8
Dictation	8.2	8	4	12.8	13.2	46.2
Language Usage	12	13.4	10	12.6	9.3	57.3
Literature	18.6	9.1	11.5	9.6	14.3	63.1
History and Civics	9.6	10.9	10.1	9.8	11.2	51.6
Geography	10.7	10.1	9	14.6	8.6	53
Physiology and Hygiene	11.2	9	17	10.8	12.3	60
Arithmetic Reasoning	10.1	10.6	10.7	13.1	9.7	54.2
Arithmetic Computation	7.8	17.1	24.2	13.5	9.7	72.3
Total Score + 10 gain	9.2	10	11.8	11	11	53

It is true as Mr. Miller says that one subject or another is likely to receive major emphasis due to the text used or to the whim of a teacher, but this same difficulty has always arisen when subjects are taught as independent units. We find teachers putting the large share of their time on arithmetic or history or English because one or another of these subjects appeals to them most. If a proper balance between subjects in a fused program is set up in the course of study and if the course of study is followed specifically, there is no need to be alarmed about overemphasis.

It is also true that textbook material which has been published does not fit exactly into a fused program. But it is doubtful whether we

tend to destroy the value of the research method of investigation which brings out fine qualities of independent problem solving with pupils.

Mr. Miller says that fusion demands more expert teaching and is harder work for both teacher and pupil. One would be compelled to agree with these statements, but it would seem that they are arguments in favor of fusion rather than against the plan. In South Dakota the new curriculum arrangement on a fused basis, coupled with the use of the unit method, has stimulated and inspired teachers more than anything that has taken place in the state for years. Teachers are working harder but they like it and the same thing applies to the pupils who are taking the fused social studies.

tention of an unusually high percentage of the facts taught. Other favorable results not easily measured, but which are evident, are listed as follows:

1. Motivates through freedom from lock-step methods and better regulated competition.
2. Requires thorough mastery up to the capacity of each pupil.
3. Focuses attention upon mastery, instead of upon pleasing the teacher, or meeting the demands of a course of study.
4. Encourages capacity work in a natural way.
5. Provides for personal contact between teacher and pupil.
6. Permits greater individual initiative.
7. Reduces retardation, since there are no failures.
8. Eliminates absence difficulties.
9. Requires less teacher time.
10. Minimizes disciplinary problems.
11. Simplifies programing of pupils.
12. Develops ability to get knowledge from a library.

However, a by-product of the experiment is far more prominent today, than our success in providing for individual differences. This is the economy of the method.

Economies Effected by the Plan

There are three elements which make for economy under this program. First, the teacher's load may be doubled, without loss of efficiency; second, small classes may be consolidated; and third, progress of the pupil is stimulated so that an important amount of pupil time is saved.

With pupils directed by lesson sheets, the teacher gives aid individually only when the pupil or teacher recognizes the need for it. With half of a recitation period devoted to individual work and half to testing, classes of 50 to 60 have been satisfactorily handled in this way. This permits increases in the teachers' loads, with an actual lessening of the time and effort required in preparing and conducting recitations.

A second economy is in the consolidation of classes. In the smaller high schools, there are many classes numbering from 15 to 25. Our method has been proved just as efficient, with pupils assigned to different subjects in the room at the same time, as when they are segregated. We now teach civics, world history, and United States history in the same room during the same period. Also, in our commercial department, first-, second-, and third-year pupils in typing and bookkeeping are taught in one class.

A third way in which the school profits by this method is through a decrease in the pupil time. Permitting individual progress has furnished a strong motivation for completed accomplishment. One pupil finished a year's work in six weeks; some take almost two years, but 75 per cent are through in one year or less. Checking up the results in 224 cases (the total enrollment in history over a period of two years) shows a net saving of 896 pupil weeks. Expressed in another way, this method applied to one subject saved for our taxpayers twelve and one-half years of schooling out of a total of 224.

The demand for economy in school administration has brought into overshadowing prominence this by-product of our experiment. Any method of teaching which permits classes of 50 to 60, provides for the consolidation of small classes, and saves 5 per cent of the pupil's time, all without a loss of efficiency, should attract general interest. The excellent standing of our school, with one of the lowest tax rates in the state, makes us confident that we are on a new road to economy in education.

A New Road to School Economy

E. E. Squire, Lindsay, California

In scientific experimentation it is no new experience to discover a by-product which satisfies the demand of the moment and thus becomes more important, for the time at least, than the solution of the original problem.

Five years ago, the men in the administrative department of the Lindsay schools set themselves the task of constructing a new high-school course in the social sciences which would most adequately care for individual differences. The task was accomplished by using lesson sheets and tests, thus permitting individual progress of the pupils. The lesson sheets are, of course, supplemented by oral explanations and exposition to the class as a whole, or to small groups. Individual aid is given freely when its need is recognized by the teacher or pupil. At

least half of the recitation period is used for oral and written testing and assignments for further study. The lesson sheets have been carefully developed to develop specific habits and knowledge, and to lead to generalizations involving right ideals and patterns of conduct. After checking results over the period, this method seems to be superior in many ways to those commonly used in schools.

Using the American history test of the Columbia Research Bureau, it was noted that the pupils had met the standard of that test satisfactorily. A follow-up inquiry in the universities and colleges, convinced us that our graduates have a better-than-average foundation for higher courses in social science. A careful study proves this method results in the re-



A LARGE SOCIAL SCIENCE SECTION IN CHARGE OF A SINGLE TEACHER OF THE LINDSAY HIGH SCHOOL

Problems of the Board of Education¹

C. V. Shields, Esq., Member of the Board of Education, La Porte, Indiana

I can discuss this question only from the viewpoint of a layman. As members of the boards of education in this state are not organized, I cannot assure you that what I have to say would meet with the approval of any proportion of those filling positions on such boards. However, I am impressed with the thought that my remarks express in the main the position of the different members of the board of education of the city of La Porte. Time will not permit me to discuss all of the problems of our board, but those upon which I expect to touch will be considered in the light of such information as I have acquired by having children in the schools of our city for the past fifteen years, and such as I have gained by being a member of the board of education for about five years, during most of which time we have been under fire.

In all seriousness, I state generally that all of the problems of the board of education arise out of the duties imposed on the board as such, which are fixed by law or custom, or by rules or standards adopted and set up by the board itself, so that a discussion of some of these duties, express or implied, will suffice as a discussion of some of the problems of the board of education.

The Selection of a Superintendent

Perhaps the most important duty that a board of education has is the selection and employment of a school superintendent. He is the most important man in the whole school system. We look to him to obtain the desired results in education. This responsibility rests with him. He is the expert upon whose integrity, honesty, and ability the board of education must rely—the executive head of the whole school system. He must cooperate in a high degree in establishing the policies of the board, and must enforce without compromise, fear, or favor the established policies of the board. He has an opportunity to exert a profound influence upon the public, and to a large extent help mold public opinion concerning school affairs. By published reports, interviews, and addresses, he can assist in acquainting the public with the work and progress of the schools, thereby helping to mitigate the damaging effect of much unfounded and unfair criticism of our educational institutions. Much of this criticism is based upon erroneous assumption of facts, and would never be heard if those making charges were in possession of the correct facts. We would be happy if those who criticize us so bitterly in turbulent times when our burdens are heavy, had before them the true and correct information. If such were the situation, many a big gun would not be fired. The superintendent should always have his ear to the ground and be ever watchful of an opportunity to explain details concerning the operation of the schools which the public should and has a right to know.

The superintendent, however, has a right to expect the full cooperation and moral support of the board of education in enforcing the established policies of the board, and in the performance of his duties. When he is doing these things, the board owes him the duty of loyally standing by even though they are all condemned by public opinion.

Duties of the Board

Members of the board of education are charged with and have many very important

duties to perform. After some consideration, I am convinced of the fact that the first and most important duty of the board is the duty which it owes to the child. When children are taken out of the homes under compulsory school laws and compelled to attend school during the impressionable periods of their lives, and when by nature they are developing, I believe that such children are entitled to the best attention which the school corporation can give them, and which the community can reasonably afford.

The children have a right to expect clean, comfortable, safe, sanitary, well-lighted, well-heated, and well-ventilated school buildings. These necessities cannot be supplied by makeshifts, where buildings are improperly constructed, where sanitation is bad, and where there is poor light, water, or ventilation, and where heating plants are inadequate. The child is also entitled to receive the proper attention and instruction from competent teachers, and by that I mean only teachers of the class and character who can and will painstakingly endeavor to help in the proper development of the physical, mental, as well as the moral or spiritual nature of the child. In other words, the education should be balanced. I wish that we could hear as much talk about balanced education as we hear about balanced budgets. Both are equally important.

The curriculum should not be an arbitrary one such as was used a generation ago, but one which as near as possible will meet the educational needs of the child as conditions change—one which is based upon a knowledge of child psychology.

Our responsibility does not cease with the children. We owe to their parents the further duty to faithfully discharge the duties which we owe to their children. They rely on us to see that the schools are properly and efficiently administered. They trust the welfare of their children to us. We must be faithful to that trust.

Responsibility to Teachers

To the teachers who spend more time with our children than some of the parents do, and who are held responsible in a large degree for the educational development of our children, we owe a similar duty. The teachers should be paid reasonable salaries, having in mind the years of preparation and the expense involved in preparing for their lifework. The teacher who is underpaid, or who is not paid at all, and who is required to give a great deal of her time and thought to her own personal affairs and financial difficulties, is not in a position to render the efficient service which our children are entitled to receive. It is also a part of our duty to provide proper places for them to work and adequate equipment so that they may accomplish the desired and expected results. My father, who was a carpenter, many years ago used to tell a story about a man who made shingles out of shingle bolts. His employer complained that the shingles were not very good, and he replied that he did not have very good bolts out of which to make shingles. But the employer said, "Any damn fool can make good shingles out of good bolts—I want a man who can make good shingles out of poor bolts." In our work, we have no right to make such unreasonable demands. We have no right to expect the best results when we do not provide proper working conditions and school equipment for the teachers. Board members, as well as school executives, owe to the teachers the duty of giving them moral support and aid. We cannot maintain an efficient school system with-

out the whole-hearted support and cooperation of those who in different capacities make up such a system. This cooperation from the teachers cannot be obtained unless we are fair with them.

There is still another great class of persons to whom we owe a very important duty, especially within recent years when property values are down, unemployment is general, incomes are impaired or entirely cut off—the taxpayers. We are all proud of the advancement which America has made in public education within the past century. It shows a fine, patriotic spirit on the part of taxpayers to have financed the work so well in the past, and evidences the fact that America generally realizes the necessity and importance of education. However, the taxpayer has a right to expect us at all times, and particularly now, to practice economy in the administration of schools.

Economy Has Been the Rule

I believe that in the past, school organizations have been as economical in administering their affairs as any other taxing unit, and perhaps more so. Even if that be so, it is our duty, especially in times of depression, to not spend any more money than is necessary to obtain the desired results in education and to see that we get a dollar's worth for every dollar spent. But, let us practice real instead of false economy. Any measures which have a tendency to trim school budgets or tax levies so as to curtail school activities to such an extent that the efficiency of the school is impaired, or the educational advantage of the child is diminished is, in my opinion, false economy and should not be practiced in any school system. I have in mind the growing demand to double the duties of executives, to eliminate supervisors, and to increase the teachers' load to such an extent that they cannot properly do the work required of them. If it becomes necessary or unavoidable to take such measures, let us put it upon the ground of public calamity, and not economy. Let us not, in the interests of false economy, fail to discharge our duty as we see it, even though a mistaken public may so demand.

Groups of people who have given us some concern in the past are what might be termed "pressure groups." They express themselves in various ways—by individuals, committees, petitions, public meetings, and the like. In private life I do not consider it one's duty to spend any time listening to the numerous suggestions which could be made on how a man should operate his business. However, as a member of a board of education, I consider it my duty to give proper consideration to every suggestion made by anyone interested in the schools. We have spent many hours listening to taxpayers who were interested in cutting down budgets and reducing levies, also those who have whims and who would make radical changes in instruction, regardless of the increase in the cost of maintenance, or the effect which such policies might have on the school system. Then there are others who seek to use the public schools as advertising agencies to help sell their products, and others who seek patronage. Many valuable suggestions have been received from all of these people. However, after all, the responsibility of maintaining the schools rests upon the board of education, and that board must determine in all cases what is to be done. Our board has endeavored to give respectful and courteous attention to all these people, but in the final action, we do what we believe to be right and proper; and

¹An address delivered before the city and town superintendents' section of the Indiana Teachers' Association, October 18, at Indianapolis, Indiana.

this, we think a board of education should do, although I cannot say that any of us have increased our personal popularity. We realize the utter impossibility of pleasing everyone.

An Economy Program

How to put into effect and maintain an economy program is a subject which one might well discuss at length, especially if he would consider even a small part of the suggestions which have been hurled at boards of education within recent years. In our city, we began a program of economy several years ago and have been quite successful, I believe, in that we have made sane reductions in costs and still have our organization intact, although we have found it necessary to vacate several teachers' positions, increase the teaching load, and cut the salaries of all employees. I hope that we have not injured the child. I believe that it is important to keep the school organization together as much as possible, for the ultimate result of closing departments, cutting down the curriculum, and overloading the teachers must be very harmful in that it will, and has in places where such measures have been adopted without restraint, impair the successful operation of such systems.

We have heard something about fads and frills in public education. A year ago, I appeared before a County Board of Adjustment. One of the members asked me to define a frill in education. I told the board that it was anything in education in which you are not interested. I believe that definition is substantially correct. Perhaps I can make my position plainer by an illustration: Mr. Bosse has a daughter who is interested in music. She expects to make music her lifework, not only for personal enjoyment and culture, but as a means of livelihood. To Mr. Bosse, music in the schools is not a frill, but a necessity or a fundamental. His daughter may never study solid geometry, chemistry, or several subjects relating to higher mathematics or science. To Mr. Bosse these subjects are all frills or fads. My son, however, may decide to become an engineer and he may not have an ear for nor care for music. To him higher mathematics and science are essentials. What one person may well consider a frill is to another a necessity in education.

I am glad that the schools have, in a way, kept progress with our development, and that within a century our children have been able to acquire instruction in many subjects and on many things that our parents did not have or enjoy. So I do not worry now much about fads or frills.

The School Stores

The school store and cafeteria are sometimes classed as unnecessary frills. As a rule, they are self-sustaining and do not cost the taxpayer anything to maintain. The objection seems to be that they compete with private business. I do not indorse the general and what seems to be the growing tendency of units of government to compete in industry with individuals. On that ground, there is some merit to this criticism. However, the school store and the cafeteria are usually conducted not for profit, but for the convenience of the children, and on this ground they may well be defended. Warm, wholesome food for the child and textbooks and supplies at near cost prices are both desirable and economical. It is probable that the good derived from these agencies more than overcomes the detriment to private business sustained by reason of them. It is not probable that their elimination at this time would materially affect our economic conditions, but it is quite certain that in some instances the child would not have his warm lunch at noon, or else it would be at greater cost to his parents, and the cost of new books and supplies would be



A SLOGAN ON WHICH ALL WILL AGREE
Cartoon from *The Westerner*, published by the Youngstown, Ohio, Chaney High School.

greater, and the trade-in value of used books would be less. These are important points to be considered.

Many complain about the cost of athletics in our schools. I do not believe that physical education, as a rule, costs as much as some taxpayers believe it does, and I do believe that it is worth more than its costs. While I am glad that the schools offer physical education, I hope that more physical education will be taught in the schools in the future than is being given to our children now. This for the reason that the body as well as the mind should be developed in order to have a balanced education, and the natural pursuits which men of our age enjoyed as boys, and which helped to develop us, are in this complex civilization rapidly disappearing.

Quite often we hear it suggested that supervision, in the interest of economy, should be discontinued. It seems as if supervision is essential in a school system of any size, provided the standards of the work are to be kept up, or improvement made. By means of proper supervision, weaker teachers may be improved and strengthened in their work. Without supervision I do not know how the work could be standardized, especially in the lower grades. You will certainly weaken your school system if you discharge your supervisors.

Medical Inspection

One of the so-called frills in education which we did not enjoy when we were boys is the health department, or the school nurse. By means of the school nurse, physical defects in the child are often caught and oftentimes remedied. The child who would otherwise have been a source of trouble in school, and a charge on the public in later years, has become an apt student and a successful citizen, by the timely discovery and correction of his physical defects. Contagious diseases are oftentimes discovered in time to prevent disastrous epidemics, and a great deal of expense and suffering has been prevented by the school nurse. It would certainly be a step backward not to have at least one school nurse in a school system of considerable size. In the language of the street, give every child a "break." The child who is sick, or who cannot see, does not have an equal opportunity with those who are well, and it is not his fault.

In some places I understand that kinder-

gartens have been eliminated. In our city there is a contention on the part of some of our people that our garbage-disposal system, while very good, is too expensive. If this is so, and if the appropriation for this service were cut out entirely, and if tons of garbage were left to rot on the yards and streets, it is my guess that housewives in sufficient number would appear before the proper authorities within the year, and with great force of argument demand that adequate provision be made for the disposal of garbage. But, if the kindergarten is dropped from an educational system, it would be a long, long time before a group of children of kindergarten age would appear before a school board and demand that the kindergarten be reinstated. The kindergarten, it appears to me as a layman, constitutes a highly important part in the education of the child. Here he learns discipline, takes some elementary work, and becomes accustomed to submitting to authority; in other words, is prepared so that he may make greater progress after he enters the grades. I seriously doubt that it is either right or necessary to dispense with the kindergarten.

Under the Indiana law, a number of supervised playgrounds have been maintained by school cities. The cost is almost nominal when the great number of children who are benefited are considered. However, some people believe that supervised playgrounds are unnecessary frills, the argument generally being that we didn't used to have them "away back when," and that they cost too much money. You gentlemen know that within the last half century most of the natural playgrounds have been destroyed. The marshes have been drained, the forests denuded, the lakes have dried up, the streets in cities and towns have been made unsafe as places for children to play, the corner lots where baseball was played by the boys of the community, are now covered by oil stations, and even the old swimming hole has become polluted. Then, too, the ordinary home duties and tasks which occupied the children in and around their homes when we were young have been dispensed with in modern life.

Children Need Play

Still, human nature has not changed, and the idle brain is still the "devil's work shop." Certainly the children of this generation have not been responsible for these changes, and it occurs to me that it is up to us, by means of supervised playgrounds, especially in the more populous places, to give to the child at least a part of what has been taken from him by these changes. If we put the matter in terms of economy, I am sure that supervised playgrounds are worth more to the taxpayer as such than they cost. It costs less to keep a boy or girl on a playground than it does in a penal institution. A number of our cities appropriate thousands of dollars for the maintenance of public parks, community centers, public golf courses, golf instructors, and otherwise provide for adult recreation. I do not complain about this. But, it does seem inconsistent to do all this for the adults, and complain about the appropriation of a comparatively insignificant sum for supervised play for our children.

I have heard it suggested that supervised play may be desirable, but in times like these, when we have to count our pennies, we should get along without it. The welfare of the children is the most important concern of every good citizen. And now when homes are disturbed because of economic distress, jobs for children impossible to obtain, school terms shortened, and programs of other character-building agencies discontinued or impaired, supervised play for our children is more important and necessary than ever before. Economize, yes, but

provide for the children. Again, I say, give them a "break."

Public Purchases

In private life, one may spend his money where, when, and how he pleases. In public life, he cannot do this, and be faithful to the trust imposed upon him. A board of education does not spend its own, but public money for school purposes. Therefore, the board should not only use due care in making expenditures, which should be approved before and after purchases are made, and the bills paid, but it should adopt a definite financial policy. Consistent with economy, it is a good plan to make purchases, when practical, from dealers residing within the taxing unit. In our school city, over 95 per cent of the money we pay out is paid to persons or concerns within the city. Now that the State of Indiana is helping to finance local school corporations, expenditures of school money, when practical, should be made within the state. This is only fair to our taxpayers. It helps us to keep alive local industry which is a large source of our tax money.

In the spending of public money, we should not only be within the law, but as near as possible we should be free from suspicion. Where purchases are of adequate size to warrant it, and the element of time is not too pressing, purchases should be made by accepting the lowest and best bid, care being taken that all local dealers (and some who are not local, for obvious reasons) be given an equal opportunity to bid and to explain the merits of their wares. Do this in such a manner that the public may know what is being done.

All transactions with reference to the expenditure of money should be open and above board. A record should be kept and explanation made upon request of any taxpayer. In this work, we cannot favor our friends or punish our enemies, whether they be personal or political, but we must to the best of our abilities bear in mind that we are in effect administrators of a trust fund, and that we should be faithful to the trust imposed upon us. In our city, Republicans and Democrats (when they can) all alike pay taxes. They should all be treated alike in school administration. School administrators should not be influenced by partisan politics.

There is a problem which gives us some concern, and I have no definite idea how to solve it. That is: How can we advertise our schools? By that I mean: What should we do in order to acquaint the public with the facts regarding the operation of our school systems? If people would take the proper interest in school affairs, and if we, in turn, could keep them advised as to what we are doing, the necessity or advisability of our action, what it costs, and what we are accomplishing in education, we would then be heading off at the source much unfavorable criticism which often comes as a result of a lack of this information on the part of the public. And instead, we would receive more constructive criticism which would be for the betterment of our school systems. I believe it would be wise and proper through every legitimate means to advertise the schools. Do this through reports, interviews, press dispatches, school displays and functions, and public addresses anywhere at any proper or convenient time. Welcome school visitation by those interested.

Pay As You Go

The determination of the financial policy of a school system is a subject which is a matter of grave concern, now more than ever before to every school board. With the exception of floating bonds to pay for new buildings and improvements, our board for several years has operated upon what we call a pay-as-you-go policy. There are many advantages, we believe,

in a policy of this kind to the school city and to the board, as well as to the taxpayers and the public generally. For instance, the time, effort, and expense in negotiating short-time loans is dispensed with. We have no interest charges on current loans. It makes us independent of the banks insofar as loans are concerned, and we believe the banks are better satisfied to carry our account in sufficient sum to pay current bills, rather than to make us loans and receive the interest. The credit of our school systems under such a policy is bound to be better than it would be if we were required to borrow money on short-time notes to meet current expenses. What will become of such a policy in any school system under existing laws and present economic conditions is perhaps a matter of conjecture.

We believe the policy is a most desirable one. However, I realize that such a policy may have to be abandoned. The constant demand of taxpayers to cut down working balances and the powers conferred upon tax-adjustment boards, is almost certain in the end to divest units of government, including school corporations, of the power to determine their own financial policies. You must bear in mind that until recent years, the school boards of the state had a right to fix tax levies, and to raise money by taxation to pay for the operation of the schools, subject only to an appeal by the taxpayers to the state board of tax commissioners. Under the so-called dollar-and-a-half law as amended, the county board of tax adjustment has power to revise, change, or reduce, but not increase any tax levy, and pay any corresponding items of the budget on which such levies are based. The practical effect of this legislation leaves boards of education responsible for maintaining the public schools under the standards determined by the state authorities, but strips them of their power to provide for the funds for such operation. This, of course, has a tendency to drive board members and those interested in the perpetuation of our schools into politics more than ever before, which is not desirable, for I believe that we will all admit that our schools should be apart from partisan politics. Those interested in reducing tax levies organize for that purpose, pull all the strings which they can, and often such organizations form a nucleus for a political organization. To meet that situation, those who wish to see units of government properly function, must, by necessity, do likewise.

Noneducational Bodies Determine Policies

This new legislation also increases the duties and responsibilities of the board of education. It thrusts upon them the duty of explaining, oftentimes in great detail, and to different individuals and groups, the various items of proposed budgets and levies to be made to raise funds to cover such items. It requires them to spend time and effort before county boards of tax adjustment, and puts upon them the burden of attempting to explain a great many matters of detail. The county board of tax adjustment has arbitrary power, and may and sometimes does consist of persons who are not in harmony with the policies of the board of education, or who may not have sufficient knowledge of school affairs to appreciate or understand the local school policy. For instance, a member of a county tax-adjustment board from a rural district may not agree with the board of education on estimates for needed supplies or repairs or improvements to school property. He may believe that salaries paid teachers are excessive, that a term of school for a given length of time is longer than necessary, or more expensive than taxpayers can afford. All of these are matters which should be determined by the board of education, it being their duty under the law to do so. However, by this arbitrary

SCHOOL-BOARD PRESIDENTS WHO ARE MAKING HISTORY IN AMERICAN EDUCATION

MR. C. B. HAMILTON President, Board of Education, Winfield, Kansas

Mr. C. B. Hamilton, president of the Winfield Plumbing and Heating Company, has been a member of the Winfield board of education twenty-three years and has served as its president twelve years. Last spring Mr. Hamilton was elected to another four-year term on the



MR. C. B. HAMILTON
President, Winfield Board of Education,
Winfield, Kansas.

board of education and in August was reelected president of the board. Mr. Hamilton first took a place on the Winfield board of education May 2, 1910, when Mr. J. W. Spindler was superintendent. In April, 1921, Mr. Hamilton was elected president of the Winfield board of education which office he has held continuously since that time. Since then, J. W. Gowans, now superintendent of schools at Hutchinson, Kansas, Dr. J. W. French, now associate superintendent at Tulsa, Oklahoma, and the late W. W. McConnell have served as superintendents of the Winfield schools. During that time also Dr. Merle Prunty, superintendent of schools at Tulsa, served a few years as principal of the high school. Evan E. Evans is the present superintendent.

Mr. Hamilton is enthusiastic about public education, and while he has been president of the board of education he has approved many forward moves in the organization and development of the Winfield schools.

The Winfield School has attracted some nation-wide attention during the past fifteen years because of its extensive activity and homeroom programs.

power vested in county boards of tax adjustment, who are not responsible for the administration of the schools, may and do have the power, by cutting out appropriations, to determine these matters of policy. This, of course, is not desirable and is even dangerous.

A year ago last August, under the law, our school city appointed and hired an attendance officer. The law made it compulsory for us to do this. Someone prevailed upon the county council to refuse the appropriation to pay the attendance officer. It was several months afterward, when a suit for mandate was contem-

(Concluded on Page 42)



PLYMOUTH HIGH SCHOOL, PLYMOUTH, WISCONSIN
Herbert W. Tullgren, Architect, Milwaukee, Wisconsin.

A Six-Year Community High-School

Plymouth, Wisconsin, Builds Fireproof Building in Georgian Style

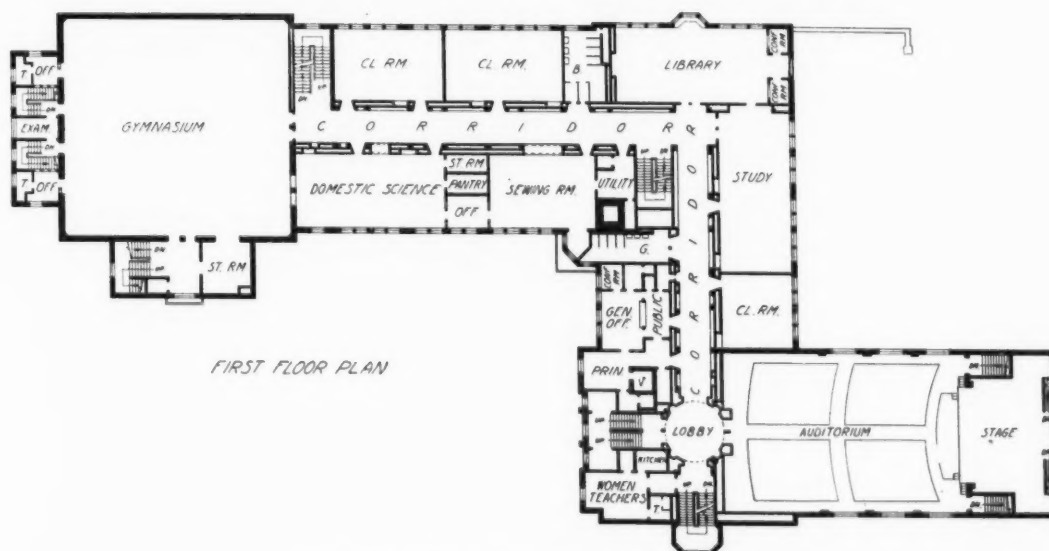
The school district of Plymouth, Wisconsin, is enjoying the services of a new junior-senior high school completed in the spring of 1933 from plans prepared by Mr. Herbert W. Tullgren, architect, Milwaukee. The building, which is considered one of the finest in eastern Wisconsin, is Georgian in design and original in layout, and is planned to accommodate a complete six-year high school. The educational program was developed by Supt. Walter B. Senty.

The movement for the erection of the school was begun fifteen years ago when it became evident that the old high-school building was becoming outgrown, because of the increase of the enrollment and the broadening of the curriculum. It was not until 1930, however, that the erection of the building was agreed upon by the board of education and the city council. At the time the enrollment in the four-year high school was 228, and it was believed that the reorganization of the local school system on a K-6-6 plan would provide the most logical utilization of the existing school buildings and the most economical development of the educational policies of the schools.

The building has been placed on an 18-acre tract, beautifully situated on the bank of a stream and readily accessible to the residence section of the town. The site is ample for a community playground, and will accommodate the athletic sports of the school.

The building has been planned in three units—a classroom section, a gymnasium, and an auditorium. The arrangement is a radical departure from that of the average school building, and has been adapted to meet exigencies of the site as well as the educational and community-use program developed for the school.

The unit arrangement of the building will be seen in a glance at the plans. The classroom unit is between the auditorium and the gymnasium, and is in the form of a huge L. The administrative offices are located in this unit and close to the main entrance which leads also into the auditorium. The arrangement of the corridors, stairs, and exits has been carefully studied for the unit use of the building. The heating, lighting, and toilet services can be operated in each section independently of the balance of the school. Folding gates shut off any unused sections.



FIRST FLOOR PLAN

PLYMOUTH HIGH SCHOOL, PLYMOUTH, WISCONSIN



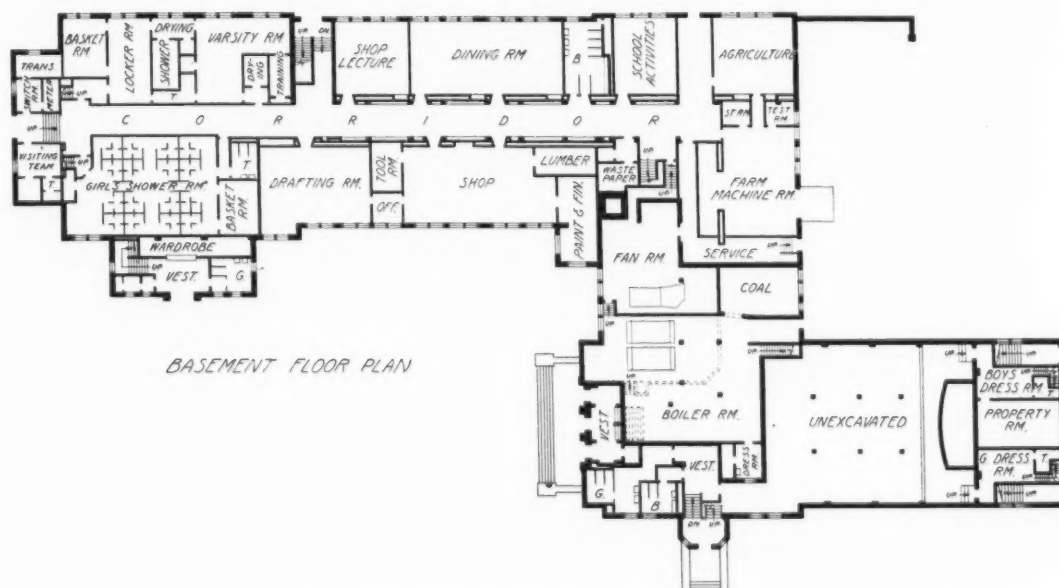
GYMNASIUM, PLYMOUTH HIGH SCHOOL, PLYMOUTH, WISCONSIN
Herbert W. Tullgren, Architect, Milwaukee, Wisconsin.



MAIN ENTRANCE, PLYMOUTH HIGH SCHOOL, PLYMOUTH, WISCONSIN



AUDITORIUM, PLYMOUTH HIGH SCHOOL, PLYMOUTH, WISCONSIN



BASEMENT FLOOR PLAN

PLYMOUTH HIGH SCHOOL, PLYMOUTH, WISCONSIN
Herbert W. Tullgren, Architect, Milwaukee, Wisconsin.

The gymnasium has separate students' entrances from the playfield and public entrances which lead to the gallery. The room measures 77 by 77 feet, and has a complete suite of team rooms, showers, dressing rooms, offices for the teachers, and toilets.

The basement floor of the classroom unit is so placed that all the windows are full length and the service entries are at grade. The basement floor contains a drawing room, a shop lecture room, an agricultural laboratory, a farm-mechanics shop, and a room for school activities. Space for the heating and ventilating apparatus, the boiler rooms, and various toilet and storage rooms are located at the assembly-hall end of the classroom unit. On the first floor there are three standard classrooms, a domestic-science suite including a foods laboratory, a sewing room, a pantry, a storeroom, and an office. Reading and study activities are centered in the library and the adjoining study hall located in such a way that they are readily accessible, with minimum travel, to all parts of the school. On the second floor there are a large music room, eight standard classrooms, a general-science and biology laboratory, a physics laboratory, and a chemistry laboratory.

Because the public comes into constant touch with the auditorium and the principal's office, this section of the building has been treated formally and in harmony with the Georgian exterior. The stairs and the circular lobby as well as the auditorium proper are finished in marble wainscoting, simple ornamental plaster, and have sound-deadening panels inserted in the walls.

The auditorium seats 480 on the main floor and 224 in the balcony. The stage, which measures 52 by 32 feet, has dressing rooms and a property room and is fitted with lights and scenery for school plays. A music room on the second floor is suited to use by small groups and has a platform and storage space.

The building is of concrete construction with exterior walls of red brick laid in white mortar and Indiana limestone trim. The flat roofs are composition; the pitched sections are copper; the ridges and flashings are lead-coated copper, and the skylight is aluminum. The balconies are wrought iron and the windows are steel. The floors and stairs are concrete, with terrazzo surfacing in the lobbies and entrances, asphalt tile in the corridors, and asphalt tile or hardwood in the classrooms, etc. The rooms are plastered, and liberal use has been made of tile wainscoting in the corridors, stairways, and toilets.

The plumbing equipment is of heavy-duty school type. The electrical service has been studied to provide outlets for power machinery, a complete bell-and-clock program system, and scientifically effective illumination. Heat is provided by two low-pressure steel boilers.

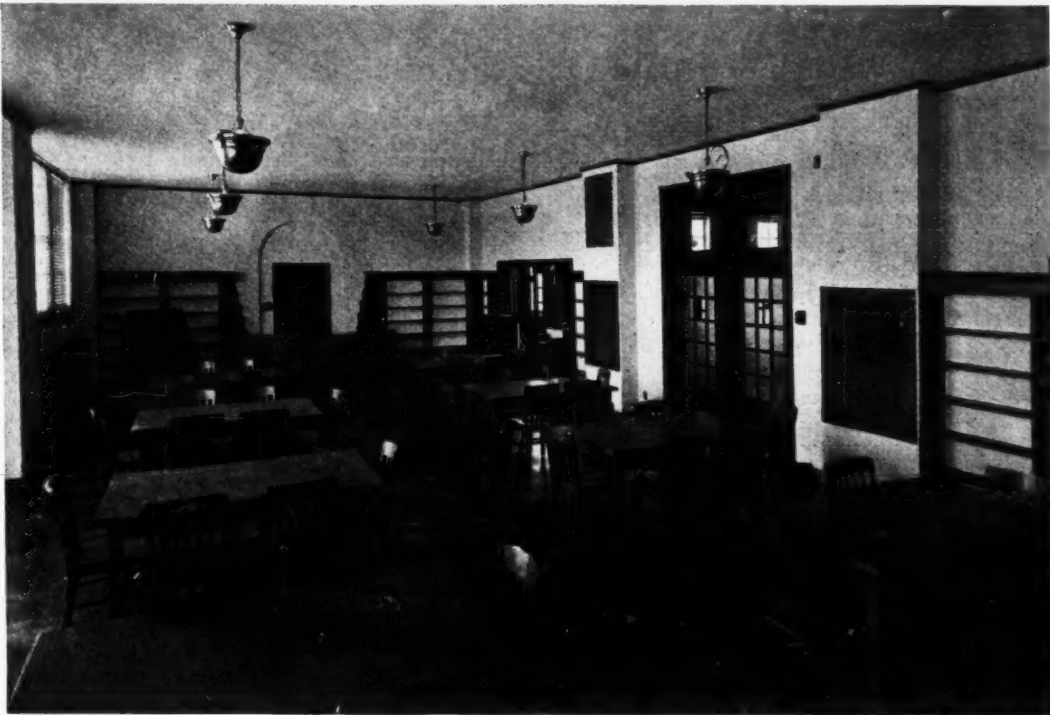
The building cost a total of \$265,000 and has a present enrollment of 432 students.

FEDERAL EDUCATION FORCES UNITED UNDER ONE OFFICE

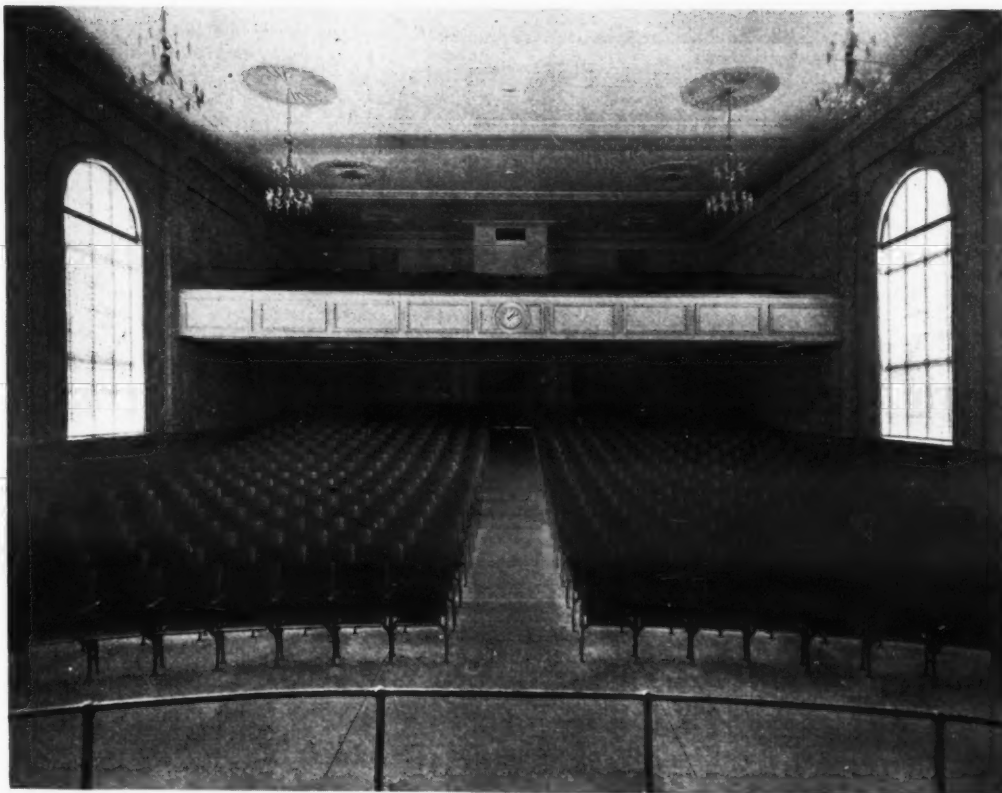
Following an order of the Secretary of the Department of the Interior, Harold L. Ickes, all of the functions of the Federal Board for Vocational Education have been transferred to the U. S. Office of Education, under the direction of Dr. George F. Zook, Commissioner of Education. In compliance with the order, the board will act in an advisory capacity without compensation.

The transfer of the Federal Board for Vocational Education does not mean that there will be any curtailment of the activities in the field of vocational education. The importance of the work has been conceded and it is the purpose of the union to reduce costs and to increase the effectiveness of the service which the government renders to the states and the local communities.

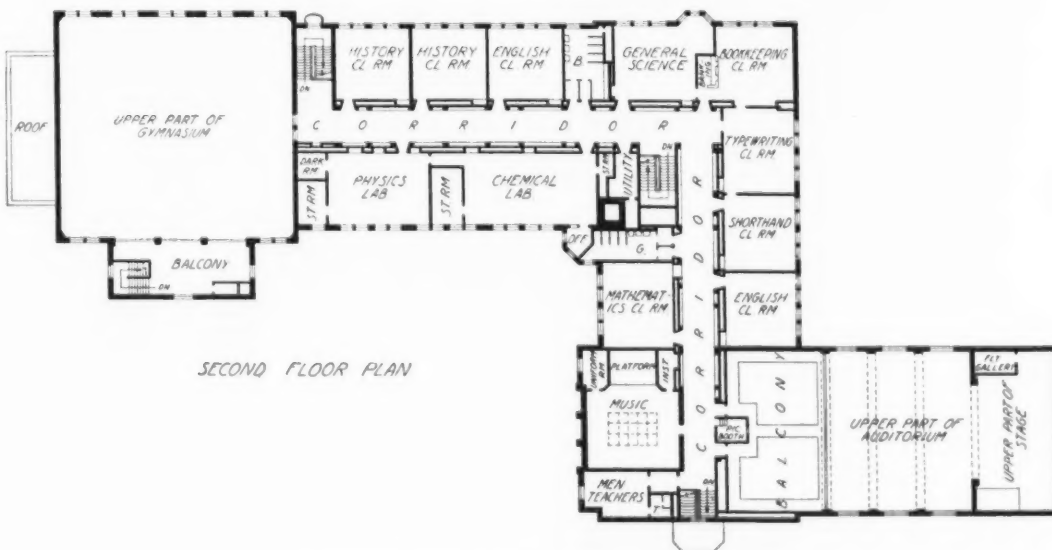
The headquarters of the Federal Office of Education is now in the Hurley-Wright Building, Eighteenth and Pennsylvania Avenue, N.W., Washington. The space formerly occupied in the building of the Department of the Interior has been taken over by the Emergency Public Works Administration.



LIBRARY, PLYMOUTH HIGH SCHOOL, PLYMOUTH, WISCONSIN
Herbert W. Tullgren, Architect, Milwaukee, Wisconsin.



AUDITORIUM FROM STAGE, PLYMOUTH HIGH SCHOOL, PLYMOUTH, WISCONSIN
Herbert W. Tullgren, Architect, Milwaukee, Wisconsin.



PLYMOUTH HIGH SCHOOL, PLYMOUTH, WISCONSIN
Herbert W. Tullgren, Architect, Milwaukee, Wisconsin.

ALLENTOWN SCHOOL DISTRICT DELINQUENT-TAX PAYMENTS AVERAGE FOUR YEARS

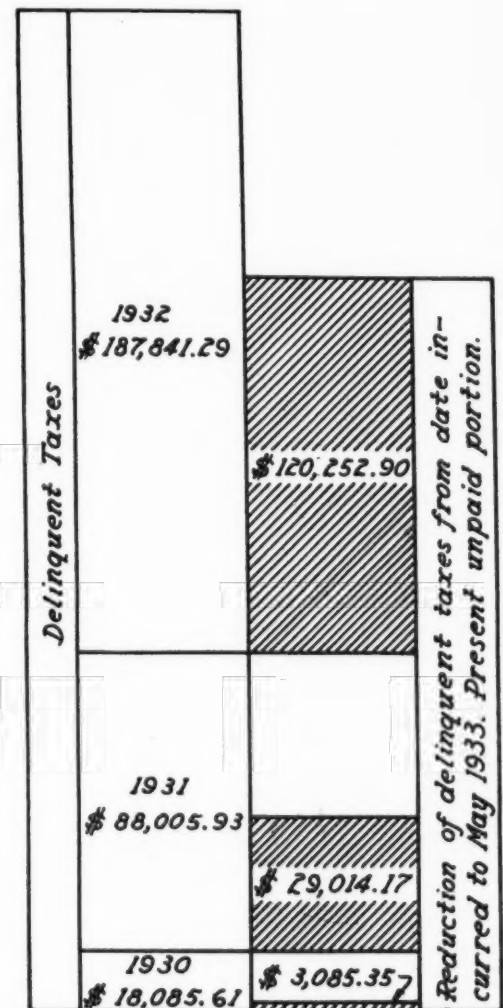
David A. Miller, Chairman, Finance
Committee, School Board, Allentown,
Pennsylvania

The payment of delinquent taxes is possibly the most aggravating financial problem before school boards today. It naturally varies in different districts due to local conditions and local laws.

The Allentown, Pa., school board, confronted by an accumulation of \$420,000 delinquent taxes, mostly property taxes, has compiled a study which reveals how these taxes are being paid during a period of four years.

The study is based on the experience of the four depression years, 1930 to 1933, inclusive. The accompanying graph verifies the statement that back taxes are being paid and is presented in order that other districts may compare and study their local findings.

In 1930 the outstanding unpaid taxes in Allentown amounted to \$18,086.61. In May, 1933, three



HOW DELINQUENT SCHOOL TAXES ARE CUT IN
ALLENTOWN, PENNSYLVANIA

years thereafter, the unpaid amount is \$3,085.35. In other words, 83 per cent has been paid in three years.

At the close of the official tax-payment time in 1931 the unpaid school taxes amounted to \$88,005.93. In two years there remain unpaid \$29,014.17, or 67 per cent has been paid in these two years.

In 1932 the outstanding taxes amounted to \$187,841.29. In one year up to the middle of May, 1933, the amount unpaid is \$120,252.90, or 36 per cent has been repaid in one year.

Striking an average for the three years involved, the average paid annually is 32 per cent.

To solve its immediate problem of current expenditures, the Allentown board is contemplating the funding of the \$420,000 outstanding with short-time bonds. In view of the experience of three years, would it not be advisable to issue these bonds for five years, payable one fifth annually?

The school board has treated the unpaid real-estate taxes as an ample asset, and has reduced the current tax levy from 14 to 13 mills, with the expectation that the unpaid taxes will be ample to meet the short-time bonds as suggested or continued loans.

To the Members of the Department of Superintendence: Open Letter Number Eight

Further Notes on the Cleveland Meeting

I. The executive committee has decided upon another innovation for the Cleveland meeting. It is a banquet Monday evening, February 26, 1934, in the arena of the Cleveland Municipal Auditorium. This banquet will be for all members of the Department, their friends, and members of allied organizations. It is our confident expectation that there will be at least 3,000 delegates to the convention who will break bread together. The purpose of this banquet is to supply a need which the executive committee has felt to be an urgent one. This need is to furnish, during the week, social and recreational activities as well as solid substance. The social features of the convention, heretofore, have been available only to those who attended a college-group dinner, the exhibitors' dinner, or some breakfast or luncheon, the main purpose of which was to hold a discussion of educational problems. These meetings fill a necessary place and are important to the success of the convention.

This banquet, however, is an attempt on the part of the Department itself to provide a social and recreational feature. The occasion, in addition to what we trust will be enjoyable, social, and recreational features, will conclude with addresses by two outstanding men. The first address will be given by Dr. Charles E. Merriam, of the University of Chicago, on the subject, "Economy—Wise and Otherwise—in Municipal Government." The name of the second speaker cannot be announced because his acceptance has not been received definitely, but the members may be assured that it will be one of equal merit.

Our suggestion is that you eat lightly at breakfast and luncheon on Monday, February 26, and that you come with your friends and your families to this great social gathering for a fine dinner, excellent entertainment, and stimulating speeches.

Of course, arrangements will be made so that any members of the Department who cannot or do not wish to attend the banquet may be present later in the evening and hear the program. Any other course would not be fair or democratic.

II. So many inquiries have been received from members of the Department in regard to the "breaking down" of the general-subject-committee assignments into subcommittee assignments that I present herewith, for illustrative purposes, the analysis made by Chairman Ballou of his general-subject committee. Its title is "Financing Public Education." The titles of the subcommittees on this particular subject and the names of the chairmen and secretaries of the subcommittees are given herewith:

General Subject Committee III Financing Public Education

Chairman—Frank W. Ballou, Superintendent of Schools, Washington, D. C.
Secretary—Alfred D. Simpson, State Education Department, Albany, N. Y.

The above committee is subdivided into Topic Groups as follows:

1. Recent Reductions in School Revenues and the Outlook for the Future

Chairman—Carleton E. Douglass, formerly of the Public Schools, Baltimore, Md.
Secretary—George C. Dietrich, Superintendent of the Schools, Piqua, Ohio.

2. Adjusting School Budgets to Reduced Revenues

Chairman—J. Freeman Guy, Associate Superintendent of Schools, Pittsburgh, Pa.

Secretary—George C. Carroll, Superintendent of Schools, Terre Haute, Ind.

3. State Support for Public Education

Chairman—Paul R. Mort, Teachers College, Columbia University, New York.

Secretary—Fred W. Shearer, Superintendent of Schools, Middletown, Conn.

4. Relationship between Local School Finance and Municipal Finance

Chairman—Lester N. Neulen, Superintendent of Schools, Teaneck, N. J.

Secretary—Winton J. White, Superintendent of Schools, Englewood, N. J.

5. Tax Relief and Tax Reform

Chairman—Orville C. Pratt, Superintendent of Schools, Spokane, Wash.

Secretary—Hubert S. Upjohn, Superintendent of Schools, Long Beach, Calif.

6. The Financing of Higher Education

Chairman—Paul E. Stewart, Superintendent of Schools, Santa Barbara, Calif.

Secretary—George E. Carrothers, University of Michigan, Ann Arbor, Mich.

7. A Satisfactory Local Unit for Rural School Finance

Chairman—Nicholas Orem, County Superintendent of Schools, Upper Marlboro, Md.

Secretary—Edwin C. Wade, Superintendent of Schools, Bluefield, W. Va.

8. Borrowing by School Districts

Chairman—V. L. Nickell, Superintendent of Schools, Champaign, Ill.

Secretary—H. Ambrose Perrin, Superintendent of Schools, Joliet, Ill.

9. The Role of Private Enterprise in Financing Education

Chairman—Willis A. Sutton, Superintendent of Schools, Atlanta, Ga.

Secretary—R. B. Daniel, Superintendent of Schools, Columbus, Ga.

III. Mr. Shankland informs me that the assignments on the general and subcommittees are leaving his office at the rate of 150 each day. In handling such a multitude of details, with the limited staff maintained at headquarters, it will not be surprising if mistakes occur and if some members of the Department fail to receive their notifications of appointments. If you have not received your notification of appointment by December 15, and if you are a member of the Department in good standing, please write immediately to Secretary Shankland and your assignment will be forthcoming.

There are many problems of great magnitude facing public education. We hope during the week of our convention to discuss clearly and definitely some of these problems and to offer concrete suggestions, when possible, for their solution. A united stand and an intelligent attitude based on a careful and factual study of these questions, by the members of the Department, are the best guarantees for the safeguarding of the interest of the public schools.

Faithfully yours,

PAUL C. STETSON,

President, Department of Superintendence

SCHOOLHOUSE CONSTRUCTION IN PUBLIC-WORKS PROGRAM

The National Council on Schoolhouse Construction recently placed before the Federal Emergency Administration of Public Works a series of questions concerning the planning and construction of schoolhouses. The questions of the Council and the answers which were prepared by Mr. H. M. Waite, deputy administrator, are as follows:

Q.1.: Must applications for school-building projects be submitted by January 1, 1934?

A.: The resolution of the special board limiting allotments to those projects before it, prior to January 1, was not intended to exclude other projects, but to expedite submission. If the Public Works Administration Fund is not exhausted by such allotments, the projects of a later date will be considered.

Q.2.: May the leasing feature be used on a successive one-year-lease basis in states where long-term leasing is prohibited by state regulations?

A.: If long-term leasing is prohibited by state law, this administration will not evade such law by making one-year leases renewable at expiration.

Q.3.: May the leasing feature be used on a short-term rather than a thirty-year basis, provided the short-term lease provides for amortization or construction cost less the federal grant?

A.: There is no requirement that the lease be thirty years. In fact, the shorter the term, the better. The thirty-year basis is the maximum term.

Q.4.: Will successive one-year leases be permitted, provided that responsible groups of local citizens will underwrite and guarantee complete amortization of construction cost less the federal grant?

A.: The objection to one-year leases with renewals, is that such arrangements are evasions of state statutes in states where long-term leases are not lawful. Hence, the guarantees of citizens will not cure the objection to the defect.

Q.5.: Does the Public Works Administration propose to set aside specific allowances for the various states?

A.: The Public Works Administration will not make specific allotments to the states.

Q.6.: Will the Public Works Administration allow a 30 per cent grant on a school-building project when the 70 per cent is being obtained through legal local loans or current taxation?

A.: The Public Works Administration will purchase the bonds of a political subdivision, issued to obtain funds for the construction of school buildings and will allow the grant in such cases, provided that the United States is reasonably secured, i.e., that the legislation back of the bonds is pursuant to local law and that the political subdivision will be able to retire the bonds.

Q.7.: Will districts in good financial condition be barred from the Public Works Administration grants and loans because they have already reached their legal bonding limitations?

A.: Only those bonds will be purchased which are enforceable obligations. Bonds issued in excess of legal limitations are not enforceable obligations.

Q.8.: Will grants and loans be denied because of delinquent taxes?

A.: Grants and loans will not be denied because taxes are now delinquent.

Q.9.: Will unencumbered delinquent taxes be accepted as collateral for federal loans?

A.: The act requires that the United States be reasonably secured. If taxes are delinquent to such an extent that it is obvious the political subdivision will not be able to retire them, then the United States is not reasonably secured.

Q.10.: Is the cost of a project considered to be the cost to the contractor or the cost to the owner? Are fees for professional services to be included in the total cost of a project when determining the 30 per cent federal grant?

A.: Fees for professional services are not labor, within the meaning of Sec. 203a-2. The purport of the remainder of Question 10 is not understood. If you will indicate what Public Works Administration circulars used the words "cost of a project," I will be able to answer the question.

Q.11.: When 30 per cent grants and 70 per cent loans are allowed for new construction, may equipment be included?

A.: The cost of equipment of new buildings may be included in the amount of the loan requested.

Q.12.: May equipment for existing school buildings be financed by 30 per cent grants and 70 per cent loans?

A.: Since the act, Section 202, makes projects for the improvement of public buildings includable, projects solely for the equipment of existing school buildings may be financed by the administrator. However, it is not the policy of the administrator to finance the purchase of equipment not connected with the construction. The purpose of the act is to promote employment. This purpose will not be accomplished by mere purchase of equipment already fabricated. If the project requires the construction of equipment, then it is within the policy of the administrator.

Q.13.: Inasmuch as many school buildings are in a very poor state of repair because there has been a decrease in repair of school buildings, ranging from 50 to 100 per cent during the past three years, and in view of the fact that repairwork will offer immediate employment without the delays incident to the drawing up of contracts, etc., will the Public Works Administration allow a grant amounting to 30 per cent of the total cost of school-building-repair programs?

A.: The Public Works Administration will allow a grant amounting to 30 per cent of the cost of labor and material employed on a project for school repairs.

Q.14.: May extensive repairs, alterations, improvements be encouraged by allowing a 30 per cent grant and permitting the school districts to spread their 70 per cent of the repair expense over a five-year period through loans by the Public Works Administration?

A.: A loan to a school district may provide that it shall be amortized over a five-year or a longer period, not to exceed the life of the improvement.

Mr. Hamilton Solves Several Troublesome Problems

Brooke W. Hills

Mr. Big Bill Dobson Attends a Father-and-Son Dinner

You may remember I told you a couple of months ago about the new principal, this Mr. Hamilton, who took a chance and went over to Raywood High School. I made up my mind I'd call on him a little while after he got started because it certainly has been a pretty live spot the last year, and I thought I might be able to tell him something to cheer him up a bit. You know how often we bookmen come across openings. I have heard of a couple that may break open next spring, so I arranged to drop in there last Tuesday. I stayed overnight at Hilton, and came over early the next morning.

Even before I got in the bus I noticed it was crammed full of youngsters, evidently on the way to high school. Most of them were boys and they were all excited about something. They behaved all right; there was no shoving or throwing books around or any of the usual roughhouse performances so many of these young imps think is necessary in order to show their independence when they get two or three miles from home. Somebody has been working on them before this, that's sure. But I'm telling you they were mightily stirred up about something, their tongues all clacking at once, and everybody trying to shout down the others.

What was the trouble? Well, I thought I had seen about every variety of school troubles there is before this, but this rumpus was a new one to me. It seems Mr. Hamilton had proposed to the school about ten days before, that it would be a good idea to have a Visit-the-School Night, when the fathers of the pupils could come, look around the place, see what the general layout is, meet the teachers, and then have a little informal dinner afterwards. For good measure, they had arranged to have a couple of speeches along with a faculty quartet and the high-school orchestra. There's nothing new about this. Every schoolman knows that, ordinarily, you can hardly drag a father to school; they always leave this school visiting to the women. I guess most men remember pretty well some of the scrapes they got into themselves when they were in school, and haven't yet fully recovered from their respect for school discipline.

Anyway, the idea sounded sensible enough to me, especially since so many of the pupils live outside Raywood, and I couldn't see why the boys were making such a fuss over it. There was one young fellow in the seat next to me who seemed to be doing most of the talking. So, when I could get a word in edgewise, I asked,

"Say, young man, what's all the shooting about?"

"Plenty!" says he. "We thought the new principal was all right, but we certainly aren't a-going to stand for this. What do you think he is trying to pull off on us, anyway? Why, he got us to fall for a Father-and-Son Dinner tomorrow night at the school, got us to appoint a committee to sell tickets, got us to agree to stand in back of an order for a couple hundred dinners, got us to invite our fathers to come, and . . ." Well, then this young fellow began waving his arms around instead of talking, and that gave me my chance to try to say something.

"Looks good to me," I said.

"Good, nothing!" he yelled. "This is the idea. We get up a dinner, get our fathers to come, and then the whole faculty is there except the women teachers, and they get ahold of our dads and give them all the dirt on us. And what's worse, we have to cough up a dollar

This is the fourth installment of Mr. Hills' interesting account of Mr. Hamilton's first year as principal of the Raywood High School. The next will appear in February, 1934.—Editor.

apiece just to get a good bawling out when we get home. Now what do you think of that for a sucker's trick?" And off he went again.

"Oh, come now," I interrupted. "I know Mr. Hamilton pretty well, and I don't believe he is trying to do anything of the kind. If he was sore about anything he would come right out and say so. I know that, well enough. Who told you all this, anyway?"

"Everybody knows it!" he answered. "Billy Quillen heard one of the department heads tell another teacher that this dinner was a fine idea; it would give him a good chance to tell some of these fathers what kind of boys they have. The other said he wasn't in favor of a dinner, himself; that it was just another new idea, and they hadn't had any dinners like that ever since he went on the faculty more'n fifteen years ago, and he couldn't see any sense in getting a lot of people to the school to snoop around. He said he wouldn't do it if he was principal."

"So you see," continued the boy, "we got it good and straight, all right. And you can bet your life there isn't going to be any dinner, and somebody is going to get stuck plenty. They have sold only six tickets and they have to pay for two hundred dinners."

Well, thought I, I'm a little rusty as a speaker, myself, but here is once where an after-dinner speech is made the day before. So I pushed up to the front of the bus, and clapped my hands the way they do in the gymnasium when they forget their whistles and want to get them quiet. The boys stopped their noise for a second, and I asked them to sit down, and they did. Then, I start in.

"Young gentlemen," I began, "I wouldn't blame you a bit for being sore about this dinner."

"We are!" came a yell from all over the bus.

"I wouldn't blame you for being sore if all this was true, but somebody has been kidding the life out of you. I have known Mr. Hamilton for a good many years, and this isn't his way of doing business. Have any of you asked him right out about this story? Have you given him a chance to explain matters a little? Are you sure there aren't some soreheads at school who are trying to cramp his style? Hasn't he given you a square shake to date?"

I could see they were surprised to hear a stranger talk like this to them right in their own language, and then one of them called out, "All right, Mister, what would you do if you were in a fix like this?"

"Well," said I, in a calm, judicial way, seeing I was making an impression. "I'd reserve decision until I got to school, then I'd appoint a committee to wait on Mr. Hamilton, lay your cards on the table and put it right up to him. That's what I'd do."

We were at the school by that time anyway, and I didn't have a chance to say anything more, but I noticed the boys talking mighty hard among themselves. I went into the outer office, and pretty soon in came Mr. Hamilton with an awfully surprised look on his face, and about a dozen boys tagging along after him. He shut his door after asking me to wait a little while, and right away I heard a terrific powwow going on, and then I heard Mr. Hamilton burst out laughing.

"Upon my word!" he exclaimed. "Well, if that isn't the funniest thing I've heard yet! Why, boys," and then I couldn't hear anything more.

But in about ten minutes the door opened and out came the boys, most of them with grins on their faces, although one or two of them still looked a little dubious. The boy I was riding with turned around and says:

"All right, Mr. Hamilton, we'll put this across with bells on; but remember, you promise there'll be no shop talk!"

"I'll remember," said Mr. Hamilton. "Run along, boys, and tell your teachers I said not to mark you late, that you were in conference with me."

I made it short and snappy with Mr. Hamilton.

"I see you're busy," I observed. "I'm going to come again tomorrow night, if you don't mind having a stranger attend a Father-and-Son Dinner. Satisfactory?"

"Yes, indeed," he replied. "We should have a member of the book fraternity with us, of course. Anyway, from what I've just heard I guess you are entitled to an invitation. Bill, I pretty near slipped a cog this time. Thanks for your kind words."

Well, the next night I arrived early to see what was going on. There were a lot of cars out in front of the school even at that time, so I could see some people had come, anyway. I went into the front hall, and Mr. Hamilton was standing there.

"Wait around a little while, Bill," said he. So I stayed out there and looked on. Every youngster in school came, I guess, and they had to send out orders for about fifty more dinners at the last minute. But what struck me as very funny was the way the boys acted when they came into the building. Each one of them had his father by the hand, pulling him along; each one of them, as quick as he could, hauled his father up and introduced him to Mr. Hamilton, and then just stood off and looked at him with the expression written all over his face, "Well, darn it all, the Old Man's here. I've done my share. Now, then, you remember what you said, and lay off that shop talk!"

Mr. Hamilton kept his word, of course. Two or three of the fathers tried to ask some of the teachers about the work the boys were doing, but they didn't get anything out of them. Before long, the boys thawed out completely. They got up a quartet among themselves, and sang against the faculty quartet, and took a vote to see which could sing better, and voted down the place about 2 to 1 in favor of themselves, and everybody had a first-class good time, especially myself.

Next year I'll bet a dollar they won't have any trouble in staging a dinner. I hear the girls want to have a Mother-and-Daughter Dinner now, and make the boys wait on them. Maybe I'll have to make another speech ahead of time, but I doubt it. What might have turned into a good big row at Raywood, is going to put Mr. Hamilton in better with the school than he was before. If the boys had any doubts before, they know well enough now that he is on the level with them. Possibly the next time I go to Raywood I'll have a chance to talk books. I will, if I don't get mixed up with too many extemporaneous speeches first.

* * *

Part of a Friendly Aftermath

Raywood Superintendent: Yes, indeed, the dinner tonight was a big success, and I'm very glad you went ahead with it. It will make a

good many new friends for the school. Many of these out-of-town parents find it almost impossible to visit the school during the regular sessions. I've found it's very hard to get them to realize a tuition high school should be just as much the school of the surrounding communities as it is of the town itself. I think it will make the collection of tuition money easier, since they've seen the place where it goes. This gave us a good chance to sell the school to our patrons, and it worked out mighty well. But [with a smile], for once, Mr. Hamilton, I guess you were a little worried.

Mr. Hamilton [with unusual emphasis]: I was! It just goes to show you can't be too careful in explaining matters to a school if you are to expect everyone to know what you are talking about. I thought I'd learned that lesson, long ago. [Very cautiously]: By the way, if ever you notice I'm beginning to think pretty well of myself, will you please whisper in my ear, "Father-and-Son Dinner." It will be a real kindness. * * *

Told to Her Roommate

My dear, I saw a pretty shrewd move in the Department Heads' meeting this afternoon! Of course, you know how Mr. Mount's class marks have been a regular joke around the school for a long time. His pupils always pass the tests he gives them. There is hardly ever a failure, and although his subjects are not easy, the class median of his marks is almost always among the nineties. I've heard the other teachers say lots of times they feel queer when a pupil flunks in their subjects and yet gets a high mark with Mr. Mount. You just can't say anything right out, although I've wanted to speak my mind for a good while. You know how touchy he is, and he'd be sure to say you were accusing him of being unfair in his marking. Yet I've noticed that when his pupils take the College Board exams, they hardly ever make a better showing than they do with the other teachers' subjects, and very often not nearly as well.

You know how parents are making comparisons all the while. A boy will bring home his report card with a couple of B's, maybe a C, and bob up with an A in Mr. Mount's subject. Of course, all parents like to see good high marks, and this situation hasn't made it easier for any of us. Yet we can't go and tell them what we know to be the truth, so we've had to stand for a lot of unfair criticism.

Several of us have been wondering what Mr. Hamilton would do when he came across this. He is pretty tactful, but it is not an easy matter to handle. Then, too, I'm sure he must have heard that Mr. Mount tried to get the high-school principalship at the same time he applied. You'll remember that there were quite a good many people who believed the Board had made a mistake in their appointment, just because they thought their children had done so well in Mr. Mount's classes. So, if Mr. Hamilton said anything to him about these marks, it would look as if he were lording it over a disappointed candidate and trying to put him in his place. On the other hand, if the school ever is to be straightened out, this high-marking abuse must stop. You can easily see that. I'm glad I haven't had to handle this situation.

Well, this afternoon something happened. When we reached the library room for the meeting, we found Mr. Hamilton had brought all the permanent record cards of the seniors along with him. He started right in by saying he wanted to adopt the policy of going over the marks of every senior who might possibly consider going to college; that he thought his department-head group was a good deal like an advisory cabinet, and by reading these marks aloud and discussing each case, all of us would know much more definitely where the pupils

stand. Further, it would relieve the individual teacher in a course of the necessity for taking full responsibility for student certification, since a vote would be taken in each case, and this vote would represent the combined judgment of the faculty.

As soon as Mr. Hamilton had suggested this scheme, Mr. Mount raised an objection. He said he couldn't see why Latin teachers should be interested in mathematics, that this process had never been tried before; and while he was willing and even glad to give the time to the discussion, he was sure it would be an imposition on several of the faculty who live out of town.

"Of course," he said, "we all know Mr. Hamilton is running the school, and I would be the last person to refuse to coöperate with him."

Sally Fairchild was sitting right next to me, and I heard her say under her breath, "Well, you are the last person who has refused to coöperate!" I could hardly keep from giggling; Sally is pretty quick on the trigger when she goes on the warpath.

But before Mr. Hamilton could say another word, two or three of the teachers said they thought this was a splendid idea, and not to worry about them. They'd be glad to give all the time necessary.

So we started in. As fast as a pupil's name was called up for consideration, each teacher read aloud the mark she had given him in her subject. My dear, it was awful! It sounded something like this:

"Jasper Doyle."

Miss Fairchild would look at her record book and say, "English, 4, 84 per cent." Miss Cleef would pipe in with an 82 per cent in French 3. Then Miss Winchester would read "Virgil, 82 per cent." And when it came to Mr. Mount's turn, the mark was almost always 93 or 95 per cent.

It wasn't so bad at first, but in just a few minutes the big difference in marks was mighty evident. Everything was very pleasant; no one said a word that would hurt a person's feelings. But I want to tell you that after the records of about twenty seniors had been read aloud, I felt sorry for Mr. Mount, in spite of all the troubles he has caused the rest of us. He didn't try to explain anything, and it is just as well he didn't try, for how could he explain?

Next time the report cards go out, just wait and see how many of those high marks in his department drop off. There'll be plenty, unless I miss my guess. . . . My dear, what a stunning hat! Why didn't you show it to me before? . . . How do you think it looks on me? . . .

* * *

A Junior Boy is Amused

Say, you know this Mr. Hamilton isn't so slow, even if he is a principal. The other day he comes along when I'm trying to get my homework in French, and looks over my shoulder for a second and says, "Ever get tired learning French verbs?"

I looked up quick, sort o' scared, for this is the first time he's ever spoken to me, but I saw he was smiling. So I takes a chance and says, "You're right, I do! And what's more, my Dad says when I get home tonight I've got to pull all the paper off the dining-room wall, so they can save some money on redecorating. Now what do you think of that for homework?"

And then Mr. Hamilton says quick as a wink, "You boys have it pretty soft compared to us. Why, when I was a junior in high school, my father made me go down stairs early every morning in the week and pull the paper off the front porch."

Gosh, though, I never got on to what he meant until about the middle of the Latin class, and then I caught on all of a sudden, and busted right out laughing, and the teacher was

good and sore and fired me out, and when I got to the office Mr. Hamilton asks what the trouble is, and I tell him, and then he says, "Well, that's what you get for whispering to a Principal."

But I saw him go around at the end of the fifth period and fix it up with old Wilder, and so they don't keep me in after school, after all. Say, you know you can't help liking a man who isn't too high hat to joke with a boy once in a while.

* * *

The Secretary Announces a Visitor

[Walking in and shutting the door to the outer office.] "Excuse me, Mr. Hamilton, there's a man outside with his boy, and I think I know who he is!"

[Mr. Hamilton registers surprise at her unusual excitement.] "Why, what's the trouble? Anything the matter with him?"

[With a cautious look over her shoulder.] "Plenty! And there'll be plenty of trouble if that boy ever enters this school. I'm almost sure he is that minister down in the city who preaches those sensational sermons about 'modern youth and their sinful tendencies.' He's down on dancing, he thinks card playing is wicked, and he was in a terrible fight with a teacher once because she mentioned the Darwinian theory in her class in Ancient History. I know the soprano in his choir, and she says he talks so about high-school girls and boys and says such awful things about them, she is actually ashamed to go to church. What shall I do?"

[Mr. Hamilton, with great dignity, but with a gleam in his eye.] "You may usher the reverend gentleman into my presence. Further, you need not tell him I was an Elder in the last church I attended. Probably that will be news to you!"

The Waiting Mr. Hamilton Meditates

Well, Smith B., my advice to you is to keep your own sense of proportion, and refrain from your first impulse to tell this person where he heads in. It looks as if you may be in for a lively session. If you can't do anything more, at least send him away with a good idea of the school; he's a customer, you know. Do you want him to use you for a text next Sunday night? . . . "Good morning! . . . Oh, yes, Mr. Liston; I'm very glad to see you. . . ."

The Secretary's Very Private Thoughts

Yes, you are "glad to see him!" Here is where Mr. Hamilton is a very busy man for the next half hour.

THE NEW YORK SUPERINTENDENCY

Dr. William J. O'Shea, superintendent of the New York City schools, will be retired at the end of January, 1934, when he becomes eligible for a pension. The selection of a successor is being actively discussed in the New York press. Mr. Howard W. Nudd, director of the Public Education Association, writing in the house organ of the association, suggests:

"The New York schools must have dynamic leadership, not only to carry them through the present emergency, but also to plan for the reconstruction work ahead. Within the school system, this leadership must come primarily from the new city superintendent, who will shortly be appointed by the board of education to succeed Dr. O'Shea upon his retirement on January 31. Outside the school system, this leadership must be provided by state and city officials who make the school laws and who grant the school funds. Professional and civic organizations can do their part by seeing that this twofold leadership is secured."

Mr. Nudd believes that radical reorganization of the administrative machinery of the schools and of the processes of instruction are necessary because of the fundamental changes which are occurring in our social order. The person who should lead the schools in this task should be one who can integrate these manifold needs and inspire his colleagues to carry them through to achievement. "Needless to say, the choice of this leader must not be tainted with politics. It would be most unfortunate if the appointment should become entangled in any way with the partisanship of the present municipal campaign. For that would materially lower the prestige of the new superintendent, no matter how capable he might be, and would cost him the confidence of the public, which has too often been shocked by evidences of political manipulation in filling important school posts."

Some Aspects of a School Fire-Control Program

Lester W. Nelson, Principal of the High School, Scarsdale, New York

The development of self-control in both individual and group situations may properly be regarded as a personal and social objective to be fostered in the schools. A knowledge of past experience and human conduct under any given conditions affords a basis on which to develop the control. This training, in part, provides the control through which the individual is equipped to meet the changing requirements of an ordered society. It likewise enhances the probability of success in such a social order and contributes to an individual enjoyment thereof.

The safeguarding of life and the protection of property from loss by fire and its accompanying incidents become a twin responsibility of school authorities. An adequate fire-alarm system and the holding of proper fire-exit drills are indispensable necessities to an efficient discharge of these responsibilities. The recent installation of the Gartector's "Voice of Safety" in our school has afforded an excellent medium through which to demonstrate the need of self-control and to develop it in accordance with the best thought as applied to fire or other emergency.

It is patent that the best of electrical and mechanical devices, even though they are entirely automatic, cannot render a maximum of service without the intelligent cooperation of the humans whom the system is intended to serve. A realization that this cooperation must be based on an intelligent understanding of the new system caused our staff to set for itself the task of bringing this about. There were no premature discussions or disclosures of minimum or novel features of the "Voice of Safety"; hence, there were a minimum of partial or erroneous impressions created in the minds of the pupils. A comprehensive presentation and discussion of the new system awaited the completion of the installation and our readiness to put it in operation.

The Planning of a Fire-Control Program

The planning of a comprehensive fire-control program is in itself a specialty. The proper presentation and explanation of the features of such a protective system as the "Voice of Safety" is also a task which calls for the services of one thoroughly conversant with its operation. Recognizing this fact, we called upon a prominent fire engineer to present and explain the system in a series of group meetings and regular class groups. This was done, first, at a regular meeting of the high-school staff and, on the following day, in our regular school assemblies. For this purpose, the junior- and senior-high-school groups met separately. The three addresses covered the general theme, but the manner and the scope of presentation varied to suit the different groups. In the course of these addresses, Deputy Chief Thomas F. Dougherty, of the New York City fire department, was quoted as saying, "There is only one safe rule to follow in anticipating the performance of a fire—you will seldom go wrong if you expect the unexpected." Records of the National Board of Fire Underwriters were cited to show that 301 out of a total of 875 fires were first discovered by a casual passer-by. Lectures of a semitechnical nature were given by the fire engineer before classes in physics. Each group before which this discussion was given was afforded opportunity to raise questions about the new system and its operation. An unexcelled opportunity was thus provided for these groups to see how the fundamental laws of mechanics and electricity were being

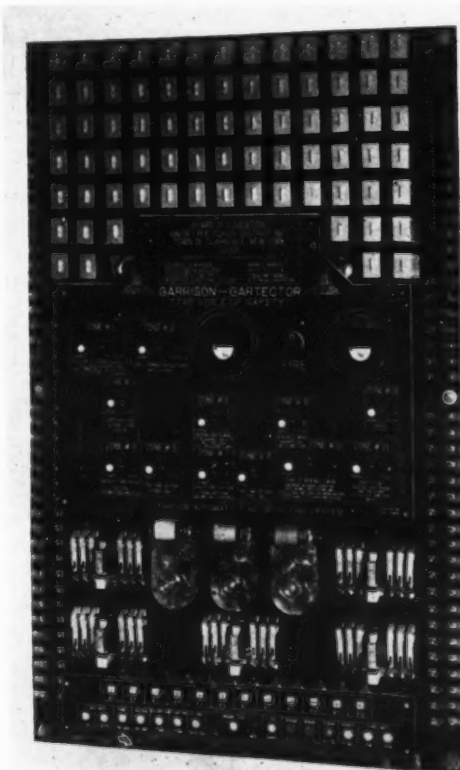


THE AUTOMATIC EXIT CONTROL SYSTEM BEING EXPLAINED TO A TEACHER

In case of a fire emergency, the green exit signs leading to the stairway of the vertical zone involved, is automatically extinguished and the associated red stop (the dark part of the sign as shown in the illustration) is lit.

applied in the school to the end of protecting life and property. The intelligent questions which were asked by these groups and the interest which they displayed made us feel that these discussions constituted one of the most valuable phases of our program.

Although these various meetings and discussions were held during National Fire Prevention Week, they were included as a part of the general school-safety program. As such, they were held under the auspices of the safety committee of the general organization and the problem of fire protection and prevention constituted only one phase of the whole problem of safety. Necessarily, various units of the system, are lo-



MAIN CONTROL PANEL OF THE AUTOMATIC FIRE ALARM AND EXIT CONTROL SYSTEM THAT HAS JUST BEEN PUT INTO SERVICE. SCARSDALE (N. Y.) HIGH SCHOOL

cated in different parts of the building. It was impracticable to take the whole student body on a personally conducted tour of the installation; hence, a miniature model of the system, complete in all essentials, was used as a means of demonstration. This was also supplemented by specially prepared lantern slides to show the functioning parts of the system.

Acquainting Pupils with Proper Egress

With the staff fully acquainted with the new installation and its operation and the student body aware of its scope and purpose, the next step was to acquaint pupils with the details of the proper egress from the building in time of fire drills or fire emergency. Instruction cards and other informative data were not posted or distributed until after the general meetings were held. Detailed and comprehensive instructions concerning fire drills and fire exits were worked out in collaboration with the fire engineer, and these instructions became the basis of further discussions in homeroom groups. In formulating the necessary regulations, it was sought to reduce them to an absolute minimum and to make them apply to all possible conditions which might arise in the building, regardless of where pupils might be at the time a drill or an emergency occurred.

So far as human ingenuity has reached, the new system of fire protection and exit control has been placed beyond the possibility of human error to interfere with or obstruct its operation. However, no system can supersede or eliminate the necessity of human intelligence and actual human observance of certain fundamental principles of safety. After all of the electrical and mechanical features had been explained and understood by those concerned, there remained the most important factor of all to be dealt with—the human factor. The education of all in a sane, safe, and certain utilization of the "Voice of Safety" demanded a general and uniform understanding of these fundamentals.

School fire protection might seem to be a highly technical engineering problem, and in some respects it is. The elements of the problem can, however, be reduced to simple A-B-C's.

- A—Immediate detection.
- B—Prompt, efficient action.
- C—Directed and safe exit.

All fires are small at first. The only exceptions are the rare aftermath of explosions. In schools, the hazard of fire from explosions is naturally reduced to a minimum. The real danger lies in some small, incipient blaze burning unnoticed for an appreciable length of time in the cellar, attic, or other out-of-the-way place which is infrequently visited. Such a fire may start from spontaneous combustion during the night, and may not be observed until it has gained such headway that it endangers the lives of those in the building during the school hours of the following day.

The Automatic Fire-Alarm System

The manually operated fire-alarm system, of course, is infinitely better than no system at all. Of itself, however, it cannot start into operation and its efficiency depends upon some human first discovering the fire and then turning in an alarm. In the Scarsdale High School, the human element has been eliminated from the primary responsibility of discovering and reporting a fire.

A possible fire in the school is compelled to turn in its own alarm. A continuous thermostatic wire has been placed on the ceilings of



A TEACHER MAKING AN EMERGENCY ANNOUNCEMENT OVER THE GAR-
TETOR'S LOUD SPEAKERS

It is really a public address system incorporating dependable automatic fire detection and exit control.

all areas where a fire might start. This wire will turn in an alarm automatically when the heat from any form of combustion has raised the temperature of the areas involved above 160 degrees Fahrenheit. Heat rises and there cannot be any appreciable combustion in an area so protected without banking up 160 degrees of heat at the ceiling level. The whole system is completely automatic and heat sets it into action.

The human element has also been eliminated from the task of calling the town fire department in event of actual emergency. The engineers who planned and installed the system, emphasized two facts: First, extinguishment of a fire is not primarily the job of the school staff, but that it is a specialty requiring the services of those who are trained in this work; second, it is the fundamental and first responsibility of the staff to supervise the complete and safe evacuation of the building. It has been stated that many school buildings have been totally destroyed because some human debated too long as to the necessity of calling the fire department. Our system does this practically instantaneously and entirely automatically. Any fire, however small, even though it might readily be handled by a hand extinguisher, automatically calls the fire department when any area reaches 160 degree of heat.

The local fire department not only receives the call automatically but, on the outside of the building, it installed an annunciator panel, from which arriving firemen received definite indication as to what zone in the building is affected. Hence, the fire department is not only automatically summoned but is also automatically directed. The staff and the student body need not worry about calling or directing the fire department, nor expend their energies in fire extinguishment. None of us have anything to do with extinguishment. Our task is the safe evacuation of the building.

With the automatic thermostatic wire on guard, we are assured of a signal within a minute or two after a possible fire may start. The promptness with which a fire signal is given eliminates the necessity for making any effort to establish a speed record for the evacuation of the building. The emphasis, therefore, has been placed upon *safety in egress*, and our best thought and energies have been concentrated upon an intelligent, easily understood, simple, and orderly procedure. Safety supersedes speed in the Scarsdale high-school program.

Our system has but two fire bells, one in the

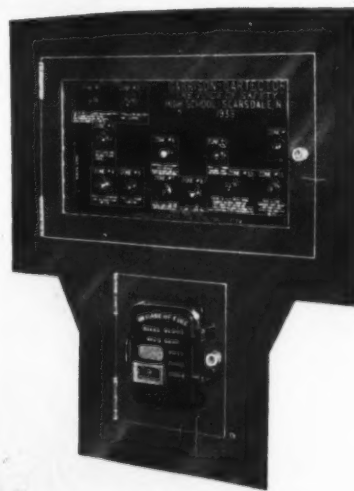
general office and one in the boiler room. It is assumed that the occupants of these quarters will not become unduly alarmed at the clanging of a fire gong. So far as the other occupants of the building are concerned, there are no fire gongs. A fire gong is in itself truly an alarm, and by its strident noises invites to nervousness and panicky emotions. It conveys one bit of information only — there is a fire; everybody must *hurry* to get out of the building. It does not tell how large the fire is, how dangerous it has become, nor which exits or stairways are safe, and which are unsafe. All this is important information which the occupants of the building are entitled to have and should have in order to promote a safe and orderly evacuation. Loud-speakers have been placed in the corridors where ordinarily the old-fashioned fire gongs would be placed. When the fire-detecting wire picks up an abnormal heat condition, in addition to flashing a signal to the fire department, these loud-speakers are placed in operation. The first signal emitted through the speakers is a fanfare of trumpets, followed by spoken instructions indicating that a fire emergency exists, and calmly directing in a uniform manner throughout the building just what the occupants should do. A military march, interspersed with directional and encouraging spoken instructions, ensues and continues until those in authority manually turn it off.

The Exit of the Occupants

The exit march does not start at the beginning of the signal. Ample time is given for everybody to become steady and to form orderly lines according to instructions, and the actual exiting does not begin until the command "Go" is given over the speakers. The exit routes in all parts of the building are automatically controlled by illuminated "Exit" signs suspended from the corridor ceilings. Safe stairways and egress doorways are indicated by an illuminated green sign, having a directional green arrow pointing the way to safety. If any stairway or egress doorway becomes unsafe for use in exiting because it is in the vertical zone of the building from which the fire signal has originated the green exit signs are extinguished in this zone and a sign in red, spelling in large letters the word "Stop," is automatically illuminated. Occupants are thus prevented from innocently marching down an unsafe stairway, which may lead to an actual fire or from converging toward an exit in the fire zone, where they will certainly obstruct the efforts of incoming firemen.

The Use of Fire Drills

Fire drills may be held at any time, and the entire system within the building functions exactly as it would in the case of an actual fire



EXTERIOR ANNUNCIATOR PANEL ON THE
SCARSDALE HIGH SCHOOL

Note the building plot plan arrangement of the zone designation lights which definitely directs the firemen. The manual station is for use in case of an automobile or neighborhood fire.



GIVING AN EXPLANATION OF THE AUTOMATIC
SOUND REPRODUCTION OF THE
VOICE OF SAFETY

emergency. In the holding of drills, the only feature of a fire emergency which is not reproduced is the calling of the fire department. No person in the building, excepting the one who is originating the drill, can possibly know when the "Voice of Safety" operates, whether it is a fire drill or an actual fire emergency. One of the greatest protective features of the system, therefore, is that a drill exactly reproduces a fire emergency situation. In the office, beside the main control panel, is an emergency announcing panel containing a microphone. This microphone may be used at any time for making emergency announcements, serving as a public-address system under such conditions.

Another feature of this new and modern "Voice of Safety" is the protection which it affords to strangers who may be gathered in the building if or when a fire emergency should arise.

The perfection and installation of this system has been a unique engineering accomplishment and has involved much time and thought in its planning. We feel prepared in advance against any possible fire contingency. We are confident that any possible potential fire menace to our building and its occupants has been minimized and that the dangers which arise from panic or confusion have been averted.

ADEQUATE FINANCING OF EDUCATION

That people in the United States are less conscious of the dangers of a low standard of education than of the dangers of war was pointed out recently by Dr. Robert B. Hougham, of Indianapolis, Ind., in a public discussion of Community Standards for Adequate Financing of Education.

"In this day of tax-phobia the school, being the most tangible evidence of the expenditure of public funds, is first attacked. However, in these distressing times we see about us waste, extravagance, and dissipation, both public and private, not only in luxuries and non-essentials, but also for many of the so-called necessities of life which could be either eliminated or at least postponed until a more propitious time. With anything like the proper sacrifice for our children, we have in the nation, state or local units sufficient money for an adequate economical and sensible program of education. Just one illustration, which you must admit the truth of, will bear me out: If tonight an airplane of some foreign nation should fly over the most remote village of Indiana and drop a bomb, thereby injuring a single child of that village so that the child should become disabled for life, tomorrow the Congress of the United States would vote 25 billion dollars for war and we should all alike enter into work and make sacrifices for the preservation and integrity of our country.

"But, I say to you, that if adequate educational opportunities are denied our children, we have crippled hundreds of them so that they cannot enjoy a life of happiness and contentment."

The ESSAY Examination

R. F. Peters, Superintendent Public Schools, Monticello, Kentucky

In view of the universality of school examinations, it is not surprising that teachers and school executives fail to manifest any curiosity as to the values of the examination as a school exercise. This is especially true in schools where the essay examination has been in use for such a long period of time that it is looked upon as a sacred institution.

There is almost unanimous agreement that some form of examination should be used. Generally speaking, disagreements arise as a result of the failure to establish certain very definite aims and purposes of examinations. These aims or objectives might be classified as follows:

1. To test the pupil's knowledge of a particular subject.
2. To review and impress a subject on the mind of the student.
3. To teach pupils to think logically and to express their ideas in the same manner.
4. To standardize school procedure.
5. To check on the teacher's work with especial reference to content, and methods of marking and grading.

1. In the not distant past, educators looked upon the essay examination as an infallible index of a child's knowledge of a particular subject. The use of the essay examination for this purpose has been seriously questioned by modern educators. There is much evidence in support of the indictment of the essay examination in this respect.

The Adoption of Marking Standards

In the first place, it is difficult to set up standards or requirements for the information or guidance of teachers in the giving of tests and the marking of papers.

In most schools, pupils are required to submit themselves to periodic examinations in all classes and subjects. The teacher prepares the questions, the pupils answer to the best of their ability, and the teacher grades the papers. Miss Jones, teacher of the sixth grade, having taken a course in penmanship at normal school, insists that good handwriting and neatness are of paramount importance. Miss Brown, teacher of the seventh grade, is majoring in English at the university. Consequently, she deducts percentages from papers for faulty spelling, punctuation, etc. Miss Smith, of the eighth grade, is a mathematics major, and insists upon accuracy first, last, and always. This is a typical situation which demonstrates that the only marking standards that apply are those which the teacher sets up for herself.

In the second place, no matter how impartial and unprejudiced a teacher may be, his grading is influenced by pet theories and preconceived notions which have become so much a part of him that he is not conscious of their presence.

For example, Mr. A teaches mathematics in the high school. "Mathematical certainty" is his slogan. Therefore, when a student fails to get the correct answer to a problem on his examination paper, Mr. A contends that the full percentage should be deducted, even though the student may have used the correct principles in his solution of the problem. On the other hand, Mr. B, another mathematics teacher, believes that a student should be allowed some credit, if he demonstrates that he is familiar with the principles involved and is able to apply those principles.

In recent years, the question of just how far the personal opinion of teachers enters into the

marking of essay examination papers has been made the subject of much investigation.

Quoting from Wilkinson:¹

"In one instance, a paper that was graded 76 per cent by one teacher was marked 28 per cent by another. An examination paper in arithmetic was once passed around among a number of teachers with the request that each one should grade it. No teacher knew how the paper was rated by the others. The papers ranged from 54 per cent to 94 per cent. In a large city school ten teachers were selected to grade a set of papers written by a group of 67 children. The grades given to the same paper ranged, in some instances, from 20 per cent to 90 per cent. . . . In each of the cases mentioned, the grade which the pupil received, was determined, not by what was written on the paper, but by the opinion of the teacher who graded it. A pupil who would have been promoted with a high grade by one of these teachers would have failed utterly under another. Such grades seem to represent merely the opinion of the teacher and not the actual achievement of the pupil."

A third reason why the essay examination is not an accurate test of knowledge is that most pupils, when taking examinations, are under a nervous strain that is anything but conducive to logical thinking. The fear of failure often tends to nullify whatever effort they may make to answer the questions. The burning question in the examination room is not "What is the correct answer?" but "What answer will please the teacher?" If the desire to please the teacher is uppermost in the pupil's mind, his emotional responses would hardly be indicative of what he really knows.

The average student is an unconscious psychologist. He spends as much time studying the workings of the minds of his teachers, with especial reference to likes, dislikes, eccentricities, and hobbies, as upon the mastery of his subjects. Hence, when examination time comes, his prime purpose is to please the teacher. In such cases the essay examination becomes rather a test of the pupil's ability as a psychologist.

Oftentimes, a student working under nervous tension is prone to make hasty and ill-advised responses. In his desire to finish in the allotted time, he misunderstands questions and makes ridiculous errors, even when he is thoroughly familiar with the subject at hand.

Such representative situations force us to the conclusion that the essay examination is comparatively worthless as a test of students' knowledge. It fails to function as a means of attaining our first objective.

2. "Taking stock" at regular intervals has long been considered one of the most important steps in the learning process. It may be doubted that the actual taking of an examination would prove helpful to the pupil as a review. It might be true that certain facts could be recalled and made more impressive by examination questions, but for the most part, the process of preparation for an examination is much more valuable as a means of fixing facts in the mind of the student than the examination proper.

Again, we find ourselves confronted with a wide diversity of opinion among school people on the question of what is commonly called cramming. Many teachers are of the opinion that cramming is injurious to an alarming

degree. They contend that cramming is an abnormal way of acquiring facts, and that facts so acquired will not be retained permanently. Other teachers are just as firmly convinced that cramming is justified on the grounds that a pupil cannot pass through a period of intensive preparation without retaining something of value.

No Agreement on Content of Examinations

Furthermore, there seems to be no agreement among teachers as to the content of essay examinations. Some feel that the questions should be based only on definite and important facts covered during daily recitations. Many teachers go so far as to say that the examination should include all important data so covered. Other teachers seem to be actuated solely by the desire to ferret out obscure and trivial facts, on the theory that, if pupils have made proper preparation, they should be able to answer any kind of question. Still other teachers believe that the examination should be a test of the student's ability to think. Hence, they ask many so-called "thought" questions.

So long as there are so many conflicting ideas as to the content of examinations, it is difficult to conceive of the essay examination having much value as a review of subject matter.

3. No matter how much educators may be at variance on other questions, they agree that children should be taught to think logically and to express their ideas in the same manner. To be sure, oral recitations, theme and composition work, the solving of problems, etc., call for sound thinking and lucid expression on the part of the student. But when the student is confronted with a group of essay examination questions, he realizes that results depend upon his own initiative and efforts, without assistance from outside sources. Therefore, if rightly used, the essay examination might be an effective instrument for the carrying out of our third objective.

Standards in Examinations

4. In the past few years, a great deal has been said on the subject of standardization. Minimum requirements have been established for practically every phase of educational procedure. For example, we have a standard school year of nine or ten months, as the case may be. This year is divided into standard periods of months, six-week terms, quarters, or semesters. Standard grades, units, or credits depend upon the length of time spent in the pursuit of certain standard subjects. Hence, it is altogether natural that the student should be required to take an examination to mark the completion of the work assigned to him. Therefore, it may be assumed that in many instances the essay examination continues to exist for no other reason than that we must conform to certain standards.

Then too, there is a finality or definiteness about examinations that satisfies pupils and lightens the responsibilities of teachers. If we allowed daily recitations alone to determine the proficiency of students, we should be swamped with criticism, and teachers would begin to question their own ability and the ability of others to estimate the quality of the work of students. The result would be endless confusion in administration. Examinations tend to stabilize and systematize school practices, and help to foster a spirit of harmony and cooperation among patrons, teachers, and pupils.

¹Wilkinson, *Rural School Management*, p. 295.



THE SALMOND SCHOOL, HANOVER, MASSACHUSETTS
J. Williams Beal, Sons, Architects, Boston, Massachusetts.

A COMPLETE NEW ENGLAND TOWN SCHOOL

The new Salmond Elementary School at Hanover, Mass., 25 miles outside of Boston, is a second step toward the completion of the Hanover School-Building Program, and is typical of the trend toward consolidation of the rural schools in Massachusetts. In 1927 a junior-senior high school was built which not only afforded the town educational facilities previously almost completely lacking, but also eliminated from the system two antiquated one-room district buildings. Now this modern elementary building has replaced another obsolete

district building and further consolidated the elementary group by caring for pupils previously sent to three different villages.

The history of the old Salmond school building is interesting in that before being moved to its present site for use as a district school, it had served a previous generation as the Hanover Academy, one of the many private academies typical to New England in its day. The original bell was saved and hangs in the belfry of the new building.

The building contains six classrooms, all on one floor, with toilets, a teachers' room, and a room for the school nurse and dental clinic. Two of the classrooms are separated by folding doors so they may be thrown into one. This arrangement, together with the small stage at the end of one room, makes a workable arrangement for auditorium purposes in this school where the size of the student body does not justify the expense of a separate auditorium. This room is adequate also for the meetings of many community bodies. The basement which is almost entirely above grade is, except for the boiler room, left open for lunchroom and indoor-play use.

Movable desks and chairs are used for the classroom furniture.

A playground of about five acres has been developed adjacent to the building.

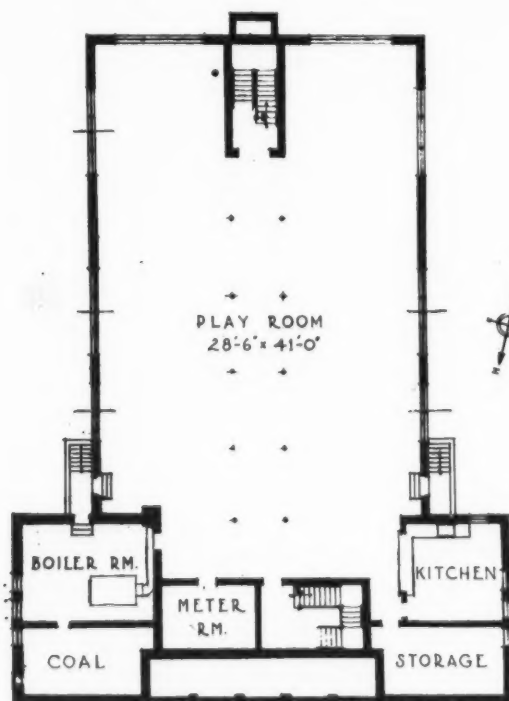
The building is framed in wood with brick-veneered walls and slate roof. The first floor is mill construction — wood floors are used in the classrooms and mastic tile in the corridors. Clothing is cared for by wardrobes in each classroom. Heating and ventilating is accomplished by units in each classroom, with direct radiation in the corridors and small rooms.

The building was complete in January, 1932, at a total cost of \$65,100, which includes an equipment item of \$2,700, architect's fees and grading to the amount of \$7,500. The cost per cubic foot on the building alone was 24 cents and on the total, 30 cents. There are 240 home-

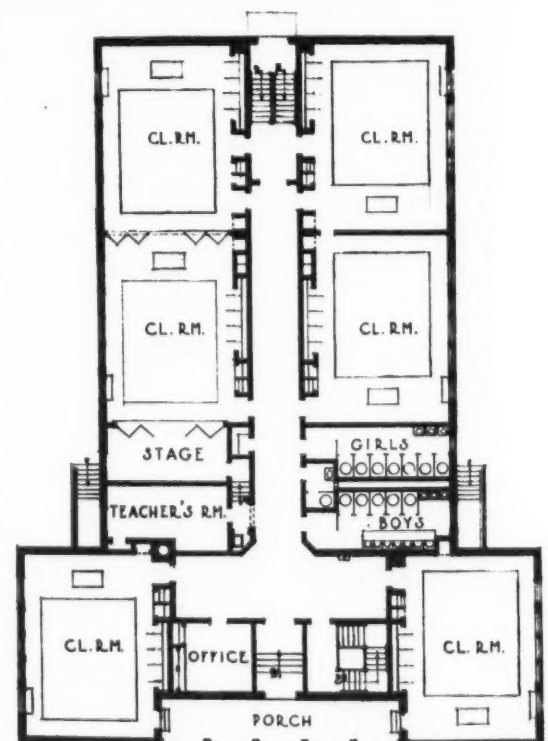
room seats, which makes the cost per pupil \$271.

Any mention of the Hanover school buildings would be incomplete without noting the interest and generosity of the Sylvester family whose financial contributions have helped to such a large extent in making possible both the Sylvester Junior-Senior High School, and the new Salmond Elementary School.

The architects were J. Williams Beal, Sons, Boston, who have planned and supervised the erection of a considerable number of school-houses in eastern and central Massachusetts.



BASEMENT PLAN, SALMOND SCHOOL,
HANOVER, MASSACHUSETTS
J. Williams Beal, Sons, Architects, Boston, Massachusetts.



FIRST FLOOR PLAN, THE SALMOND SCHOOL,
HANOVER, MASSACHUSETTS
J. Williams Beal, Sons, Architects, Boston, Massachusetts.

Financial School Legislation in Forty-Three States, 1933

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The legislatures in 43 states have been in session during 1933. This article summarizes briefly financial legislation in the various states, which deals with state support for schools. It analyzes primarily the laws which affect state aid and the means of raising school revenue. It also suggests some unsolved problems which will confront the legislatures which meet in regular or special session in 1934.

Throughout the nation schools have been affected vitally by the general economic situation. Some have been closed after shortened terms, budgets for capital outlay and current operating expenses have been decreased, teachers have taught with reduced pay, warrants have been issued in lieu of future revenues, and in other ways public education has suffered. These conditions indicate the problems which have confronted the legislatures of the several states.

Finance Problems Unsolved. For this paper, information was received from all of the 43 states whose legislatures were in regular session in 1933. Seventeen of these states made no important change in the manner of raising and apportioning state school funds. From one of these, Michigan, comes the comment: "Nothing was done to meet the financial condition of our schools." Eight other states reduced the amount of aid which they had previously granted to local school units. This seems to indicate that 25 of these 43 states have done nothing to relieve local school burdens or have increased such burdens by withdrawing aid previously given. However, of the group that reduced the amount of aid, North Carolina has put practically the whole burden upon the state, although the total school fund has been reduced.

Reduced Aid and State Economy

Reduced State Aid. The following states have reduced in some way their contributions to support of schools: Arizona reduced the per capita on average daily attendance from \$25 to \$20. Delaware reduced the appropriation for current expenses \$123,872, approximately 4 per cent, and for buildings 17 per cent. Iowa reduced the amount of state aid approximately 17 per cent. A 10 per cent decrease was made in New York "from the amounts which are due school districts under the terms of our apportionment law." In North Carolina the total school fund is estimated at \$18,000,000 as compared with \$28,500,000 in 1929-30, a reduction of about 35 per cent. Tennessee reduced the equalization fund to 80.5 per cent of that of the year 1931-32. The legislature in Vermont "did decrease the appropriation available from the different accounts." Superintendent Callahan, of Wisconsin, reports that, "State aid for most schools has been reduced some twenty or thirty per cent over the amount apportioned last year."

Economies. Florida attempted to reduce school expenditures by abolishing the positions of State Supervisor of High Schools, State Supervisor of Elementary Schools, State Supervisor of Physical and Health Education, Rural School Inspectors, and Director of Buildings and Building Standards.

Idaho authorized the board of trustees of any school district "to dismiss or suspend school for a period of not to exceed one half of two consecutive school years and apply the revenues thus saved for the payment of outstanding warrant indebtedness."

Maryland authorized the reduction of salaries from 10 to 15 per cent. Moreover, counties are not required to use more than one elementary supervisor for white schools.

Relief by State Aid

Relief for Local Units. Maryland reduced the tax rate required of local units from 67 cents to 47 cents per \$100. Minnesota appropriated part of an income tax to be apportioned upon the basis of "population therein of compulsory school age." Any part of this not used for the payment of outstanding indebtedness may be used for current operating expenses and "to reduce and replace levies on real and personal property." Nebraska reduced the legal basis of state aid from eight mills to seven. In New Mexico a "State Public School Equalization Fund" was created to be distributed "equally" upon a "per-capita average-daily-attendance basis." The purpose of the act is to "relieve and decrease prop-

erty taxes." The new legislation in North Carolina, North Dakota, South Carolina, and Washington (discussed below) relieves the local units of part of their burden. Ohio enacted a fuel-tax law, placing one cent a gallon on liquid fuels. The proceeds are to be distributed throughout the state upon the basis of average daily attendance. The legislature of Oklahoma authorized the distribution of part of the proceeds from a new sales tax and a new income tax, upon a scholastic enumeration basis. "Money from these sources, however, is to be paid only on condition that the property tax be reduced in every case in an amount equal to that which is received from these funds." Tennessee reduced the tax burden in the poorer counties by reducing the amount which the counties must raise in order to participate in the state equalization fund to 80.5 per cent of the amount required for such purpose in 1930-31.

Increased State Aid. Most of the states that increased the proportion of help granted to smaller units are mentioned in connection with another topic. Such states are California, Indiana, Minnesota, New Mexico, North Carolina, North Dakota, South Carolina, Ohio, Oklahoma, Washington, and West Virginia. The Idaho legislature enacted an equalization law guaranteeing \$120 and \$160 per month per classroom unit for elementary and secondary schools respectively. South Dakota provided additional money for the aid of schools. Tennessee established a small equalization fund for the aid of weak high schools. Texas increased the appropriation for rural-school aid from five million to six million dollars, an increase of 20 per cent.

Betterments Through Legislation

Sources of Income. The income tax for schools is established, increased, or diverted from other purposes in Minnesota, North Carolina, Oklahoma, South Carolina, and South Dakota. The chain-store tax is used by Idaho and Minnesota; the sales tax by North Carolina and Oklahoma; the corporation tax by North and South Carolina; the fuel tax by Ohio; the beer tax by South Carolina; and a poll tax and dog tax are used for local school funds in South Dakota. There is evidence that the states are turning toward income taxes and some form of corporation taxes for school purposes.

Noteworthy Legislation. The legislation enacted in certain states during 1933 seems worthy of special attention. Such legislation in a few states is summarized below.

The Legislature of California adopted an amendment to the constitution "which will relieve the various counties of California of the necessity of levying the county tax which they are now required by the Constitution of this state to levy." The proposition was approved by vote of the people. This amendment provides that the state shall take over the obligation of furnishing \$30 for each elementary child and \$60 for each high-school child, amounts which the counties have formerly contributed. This is a total of \$60 and \$90, respectively, which the state must grant to elementary and secondary pupils.

The Indiana legislature passed a law providing for the distribution of \$600 per teacher-unit, based upon average daily attendance. Assistant Superintendent Van Duyn says: "This is the most outstanding piece of legislation we have had in this state in recent years."

The state school fund of North Carolina amounts to about \$18,000,000 "against an ordinary expenditure in 1929-30 of \$28,500,000. This money is provided by state taxation—none of it on *ad valorem* basis. State taxes are made up of a general sales tax of three per cent income taxes, inheritance taxes, privilege taxes, and franchise taxes."

For the past two years the state has been paying for the operation of the constitutional six months' term. The General Assembly at this time moved the maintenance up to eight months. We have, therefore, in North Carolina a statewide, state-supported, uniform eight months' school term, with privilege left to the strong communities to vote additional taxes if they see fit to supplement the eight months' school fund."

In North Dakota a state-equalization-fund law was enacted as a substitute for the former state-aid system. The amount of \$200,000 was appropriated for this purpose for the biennium ending June 30, 1935.

South Carolina modified its state-aid law by assuming a larger portion of the total school costs. The General Assembly provided for an appropriation "sufficient to pay the salaries of all school teachers in the public schools on the basis and for the length of six months in the elementary and high schools in the state." It imposed additional income taxes, public utility and other corporation taxes, and a license tax on dealers in malt and vinous beverages.

Washington Changes Complete

The change made by the legislature of Washington is described by Deputy Superintendent Martin as follows: "Our recent legislature made a complete change in the manner of raising and apportioning state and county support to the common schools." All state and county funds are to be apportioned upon the basis of aggregate attendance. The state guarantees 25 cents and the county 5 cents per day per pupil, in attendance. No district shall receive pay for fewer than 2,500 days. This guarantees \$750 per teaching unit from state and county funds.

The legislature of West Virginia modified the state-aid law to supplement by means of state funds, all local and other school income so as to guarantee the minimum school program for the minimum term. Aid was extended to include the high schools.

Unique Legislation. An act was passed by the Florida legislature that all state and county employees must have been residents of the state for two years "except only where . . . no person can be found in the state possessing the required qualifications. . . ." This is a state-wide effort to retain all school positions (as well as others) for Floridians. If it were to be followed by other states it would localize the problem of the oversupply of teachers. Apparently, it should be considered as a temporary measure. An unverified report indicates that the above law has been declared void.

The Montana legislature authorized boards of trustees to fund warrant indebtedness by using either "negotiable ten-year amortization bonds or ten-year serial bonds therefor. . . ." The act authorizes warrant indebtedness to make up the budget deficit. The amount may exceed the amount of the tax levy but may not exceed the amount of the budget. Ohio authorized borrowing in order to pay teachers' salaries. Some of the state-aided districts have already consumed their state-aid allotment one year in advance.

There is a bit of evidence that school boards in other states are being authorized to borrow for current operating costs. It is a practice condemned in all good administration. It only puts off the evil day and enlarges its difficulties. It should perhaps be taken as an index of the seriousness of the recent financial situation.

A resolution was adopted by the Pennsylvania legislature authorizing the appointment of a committee of three senators and four representatives "to investigate the cause of the increasing cost of education to the school districts and methods whereby such cost can be reduced." The establishment of this commission is unique as a method of attacking the school financial problem. It implies that school administrators cannot or will not keep school costs where they properly belong. It probably suggests that administrators must economize or justify to the satisfaction of the public their continued expenditures.

A Cause for Optimism

From the above survey of legislation it is very evident that there has been an effort to remove the tax burden from local school units by specifically reducing taxes and by placing a larger share of the burden upon the states. It is well known that school funds from all kinds of sources have declined during the past year. There is not much evidence that the states have guaranteed the money that seems to be needed for the maintenance of proper school systems.

However, an examination of those state laws which have been briefly mentioned under "note-worthy legislation" dispels a bit of the pessimism. The action of California, Idaho, Indiana, North Carolina, North Dakota, South Carolina, Texas, Washington, and West Virginia, as well as Delaware's former provision for state-wide support of schools, gives encouragement that the states are accepting their obligation to see that all schools of the state are assured a satisfactory budget.

It may seem surprising that only one state, on the basis of available information, specifically lowered salaries by legislative mandate. This, of course, can be done by administrative action in many states.

Causes of Financial Difficulties. From the foregoing summary of the school financial legislation of 1933, it is evident that there are problems unsolved which will confront the legislatures meeting in 1934. In order to examine some of these possible problems it will be well to suggest some of the causes of the critical financial conditions of the schools and, hence, the difficulties in finding solutions. These center around four recognized facts: First, assessed property values have been decreased everywhere. Since local school support depends primarily on property taxes the local unit cannot secure the normal income from an unchanged local tax rate on lowered assessments. Second, a review of tax legislation reveals the fact that there has been a widespread reduction of property-tax rates. Third, from year to year since 1930, delinquent taxes have been accumulating. Fourth, many public schools have found themselves faced with increased enrollments.

Is Problem Solved?

Efforts at Solution. An analysis of the financial legislation of the year indicates that the legislatures directed their efforts in the following directions: (1) Local units were authorized to borrow on anticipated income. (2) Relief was given to taxpayers by reducing state participation in support of schools. (3) Specific legislation was enacted for the purpose of reducing the cost of schools. (4) Means were sought of reducing the local school-tax burden. (5) Fourteen states increased the proportion of school support carried by the state as compared with the amount of local support. (6) New and satisfactory sources of school revenue were sought. It is reasonable to suppose that the action of the past points the way to the solution of future problems. Each of the above plans will be discussed as problems confronting the legislatures of 1934.

Adequacy of Solutions. The granting of authority to school units to borrow to meet current budget deficits needs little discussion. This method of solution indicates unwarranted optimism concerning economic recovery in the immediate future. It would place an abnormal burden upon the resources of the community after normal business conditions return. Hence, the legalizing of borrowing for current expenses and the providing of funds therefor need not be considered as a problem.

The school finance problems from a state's point of view may be dismissed by placing a proportionate part of a general reduction in the cost of government upon the schools. Then the problem reverts to the administrator who must spread a smaller income over the same or a larger school program. This is only a partial solution. It makes no provision for deficits resulting from other conditions.

The third problem is one of fundamental importance. Have the schools assumed useless functions merely because legislatures may have been lavish in the past in providing support? The teaching profession must justify the school program to the public or indicate where to curtail. This may be a problem for school administrators and not for state legislatures. However, if curtailment is necessary, legislatures may demand it and administrators should point out where to achieve it. There is a related legislative problem of eliminating waste without curtailing essential educational functions. For example, in Ohio, boards of education and local school clerks are paid for their services. The state could save for the schools about \$1,000,000 by eliminating paid boards and by organizing the clerical work for greater efficiency at less cost. All paid officials and all expenditures not contributing to educational efficiency and all signs of graft must be eliminated. Legislatures may profitably work along these lines.

Greater State Aid Needed

The reduction of local tax burdens by means of

reduced rates merely enhances and does not solve the state's problem. It may be necessary but the state must assume the obligation of supplementing the legitimate budgetary deficit thus brought about.

The summary of legislation judged satisfactory in some states and of legislation judged unsatisfactory in some others and the discussion presented above leads to the conclusion that an important problem faced by the legislatures of next year is one of framing legislation for the greater support of schools by the states. As a result of a nationwide survey of state equalization laws, the writer found that 44 states have tried to equalize educational opportunities among smaller communities by use of state funds, and that 41 states now have functioning laws for that purpose.¹ Most of these laws were enacted before the present economic crisis and breakdown of local school support. The need is greater today.

Whether we like it or not, circumstances have forced the school problems upon the states to a greater degree than ever. In Ohio, one of the richest of the states, local and county support have failed in certain sections. Many teachers are unpaid and terms will be shortened if local funds alone are to be relied upon. The state must bear the odium of any failure of the schools. Therefore, Ohio (and every other state) is obligated to provide greater state aid for needy schools.

¹Trends in Principles and Practices of Equalization of Educational Opportunities. In press.

A Five-Year Study of Per Capita Costs in Fordson School District, Dearborn, Mich.

Harvey H. Lowrey, Superintendent of Schools, Dearborn, Michigan

In 1923, the approximate population of the contiguous areas now embraced by the city of Dearborn, Michigan, was 3,500. The average pupil membership of the Springwells Township School District (now the Fordson District) which comprises approximately 65 per cent of this territory, was 791.7. In the following year, 1924, the Ford Motor Company transferred its base of operations from Highland Park, Michigan, to the now world-famous plant on the shores of the River Rouge, in the southern part of Dearborn. There began, coincident with the moving of the Ford industry, an abnormal migration of people to the city of Dearborn, some 50,000 of them over a period of ten years. The membership of the Fordson school district was increased by more than 1,000 per cent. Unusual demands on the educational facilities of the district followed. Where in 1923, four schools were more than adequate to house all of the pupils, in 1933, eleven schools were not without problems of overcrowding in some districts. This abnormal increase in population, with its subsequent school-building program during a time of great industrial activity, must be recognized as the necessary background for a comprehensive analysis of the trends in per capita costs for the past five years in the Fordson school district.

Reductions in Operating Costs

The general trend indicates striking reductions in operating costs in all departments. It should be noted that the total per capita cost was \$165.73 in 1928-29, while the figure in 1932-33 is \$98.67, which is a reduction of 40.4 per cent. Even more striking is the comparison of actual operating costs in dollars. In 1928-29, \$923,393.69 was expended in the operation of Fordson schools; in 1932-33, the cost was \$912,946.09, in actual dollars a reduction of \$10,477.60. This is especially significant in the

This indicates clearly another problem, that of finding new sources of revenue. This is a problem of economics and government. School administrators need not expect the people to assume greater tax burdens, but tax burdens must be differently distributed. The property tax has failed; state tax systems must be modified accordingly.

In Conclusion

The writer believes that the states that have not solved the problem of school support are faced with one problem, the balancing of school budgets, and its corollaries. Each state must assume enough of the burden of support of public education to guarantee such a school system in every district as it deems essential to the state's welfare. Each such state can, no doubt, find means of eliminating waste of school funds without injuring the school program.

Each state must find adequate and just sources of revenue for providing the necessary aid. This may result in greater state control over public schools and school finance. This in turn may require an adjustment of state school laws to accord with the changes in support and control.

In following the attempts of legislatures to deal with the difficult problem of financing the public schools and in anticipating further efforts to deal with the problem, the question is constantly present, What will be the educational effects five or ten years hence, of any solution adopted?

light of a 66.05 per cent increase in pupil membership over this five-year period. The reduction was especially marked during the past two years. It is perhaps best admitted that the per-capita-cost figure in 1928-29 was excessive. Yet, it is seldom possible to measure education in terms of dollars and cents, and recalling the unusual demands made upon the board of education by the abnormal increase in population, it is seen that the building program carried on by the district was conducted with an eye to steady increases in population, a policy that today is responsible for adequate housing facilities for a membership that is still growing.

Seven schools have been added to the district in the past ten years, including one of the most modern and most completely equipped high schools in the United States. In 1928-29, this high school was offering the same varied and comprehensive curriculum to a membership that was 66.05 per cent smaller than it is today. This, in some measure, explains the per capita cost in 1928-29 estimated at 40.4 per cent larger than it is today. However, the trend of reductions so clearly indicated must be interpreted, in the main, as the result of a judicious curtailment on the part of the board of education and administrative officers concerned; the inevitable result of economic stringency among the taxpayers of the district themselves.

In interpreting the other items in the chart, appropriations have been singled out for analysis, with the purpose of comparing the general trends of costs in all of the expenditures which go to make up the total per capita cost. It is singularly significant to note that in all of the items, the percentage reductions for the past five years very closely approximate the trend in the total cost. The curtailment policy of the board of education in the Fordson district is clearly indicated; namely, reductions have been made with the object of obtaining the maximum efficiency in the instructional department, and to eliminate or hamper instructional activities as little as possible.

Our observations of costs within the instructional department of the Fordson district led us to believe that the point of marginal utility in education had been closely approached in this system; that is to say, further reductions will react as a detriment to the boys and girls in the schools, with a tendency to nullify any actual savings to the taxpayers who contribute to the maintenance of our schools, if we consider the results which the schools should produce. A smaller reduction in the per capita cost of education in the Fordson district is expected in 1933-34 than in the year preceding.

Cost of Education, Fordson School District, Dearborn, Michigan

Total Costs			
Year	Teachers' Salaries	Total Cost	
1928-1929	\$489,855.67	\$ 923,393.69	
1929-1930	566,851.19	1,072,616.65	
1930-1931	630,299.09	1,253,061.73	
1931-1932	638,029.50	1,235,127.59	
1932-1933	524,772.22	912,946.09	
Per-Capita Costs			
Year	Average Membership	Teachers' Salaries	Total
1928-1929	5,572	\$87.92	\$165.73
1929-1930	7,276	77.91	147.42
1930-1931	8,242	76.47	152.03
1931-1932	8,798	72.53	140.39
1932-1933	9,252	56.73	98.67

Personality in TEACHER Preparation

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A certain university faculty member has recently made a study of the academic training of teachers in a western state. The results of this study have been embodied in a bulletin which is an example of painstaking research. A perusal of its careful tabulations enables one to discover just how many teachers of the state under consideration have had no formal schooling beyond the eighth grade, how many teachers have been subjected to the routine of the first high-school year, and so following. Finally, the "prepared" are separated from the "unprepared" by the simple expedient of classifying in the latter category all elementary teachers not graduates of a two-year normal course, and all high-school teachers not graduates of a four-year college course.

All this is very interesting from the statistical viewpoint, but what does it really tell about teacher preparation?

The basis employed for classification of teachers is the rather naive, yet popular, assumption that residence at an institution of higher learning for a given number of months necessarily insures not only scholarship, but also teaching skills and valuable personality traits not otherwise obtainable.

It is, of course, necessary that prospective teachers come under the training of experts. Granting that faculty members generally have a high degree of skill within their own particular specialties, is it inevitable that survivors of two- and four-year courses will be properly qualified for particular callings? Because of inborn differences in capacity, and because of differing environmental influences, students vary greatly in their ability to profit from school experiences.

Are not educators inclined toward a kind of fetishism? Is not our scheme of education conventionalized and ritualized to the point of absurdity? Napoleon narrowly escaped being among the "unprepared." According to his "expert" instructors, he ranked forty-second in his graduating class. A study of the subsequent careers of the forty-one who outranked him would be an interesting commentary on teachers' judgments.

The attempt now being made at the University of Chicago to minimize the influence of the time element upon student progress is to be commended. Why not have the Winnetka system in our institutions of higher learning? It appears only reasonable that achievement should be the focus of attention in our colleges, rather than the matter of staging an endurance contest for the purpose of eliminating individuals incapable of paying board bills over extended periods.

This comment from Charters and Waples is significant: "A large percentage of the students passed the final examination of one university course in education the day they entered it."¹

The writer does not wish to ridicule institutions of higher learning, nor does he esteem lightly researches on teachers' preparation; but he would suggest that the time spent in normal school or college is only one of the criteria by which preparation for teaching should be judged.

The reader who has persisted thus far may have gathered the notion that the writer believes success in teaching to be a matter of scholarship, merely. This is by no means the contention, although fitness for the teacher's vocation could be determined with a greater degree of precision by the use of comprehensive examinations, including tests for personality traits, than by placing reliance upon the revolution of the earth around the sun.

The writer thoroughly agrees with Dr. Barr that "One sometimes acquires the impression that some supervisors believe that knowledge alone is the road to successful teaching. To teach successfully, one must have acquired not only knowledge, but special skills, favorable attitudes, and ideals."²

In setting about the task of teacher training, normal schools and teachers' colleges insist quite generally upon three things: first, the scholastic legitimacy of entrants, as guaranteed by the high-school diploma; second, at least mediocre class-

room achievement; third, residence requirement of two or more years. Two of these shibboleths have to do with the acquisition of knowledge, relevant and irrelevant. The final one is a test of financial ability, chiefly.

Now, in judging success or failure in teaching, scholarship is only one of the factors considered. As for the actual time spent in preparation, this seldom comes in for discussion. The studies by Newmark³ and Mills⁴ are representative. As the result of investigations among students, these investigators derived the characteristics of the best teachers in the following order (only ten of the characteristics in each list are given below):

Newmark	Mills
1. Skillful in "getting ideas across"	1. Skill in teaching
2. Human	2. Sociability
3. Impartial	3. Scholarship
4. Good disciplinarian	4. Discipline
5. Sympathetic	5. Individual attention to pupils
6. Pleasing personality	6. Understanding children
7. Sense of humor	7. Fairness and impartiality
8. Neat personal appearance	8. Interest in games
9. Always eager to cooperate	9. Energy
10. Agreeable voice	10. Good humor

Charters and Waples, in their celebrated study,⁵ present a long list of personality traits which make for successful teaching. Included are such traits as: adaptability, breadth of interest, consideration, forcefulness, good judgment, originality, and self-control. Certain abilities conditioned upon personality traits are also mentioned. Some of these abilities are: securing cordial relations with the janitor, with other teachers, with parents, and with occupational groups; and developing a co-operative spirit in the community at large. It is easy to recognize that lack of such abilities will seriously handicap anyone striving toward the goal of teaching success.

Is it not apparent, then, that personality traits are of paramount importance in making or marring a teaching career? This being the case, should teacher-training institutions admit only those individuals possessing desirable personalities? Upon this subject Charters well says: "We do not have tests which will measure these traits with accuracy in the brief time available for interview and selection prior to admission. Then, too, there are not enough persons desirous of entering the profession to permit us to select only those who possess all the desirable qualities to a conspicuous degree. But fortunately, it is possible during the period of schooling to develop some traits from a low to a high level of efficiency. The best we can do is to eliminate those who obviously lack to a critical degree the essential qualities of teachers and include the development of personality as one of the objectives of a teacher-training institution."⁶

W. H. Lancelot, of the Iowa State College, thinks that "the attempt to develop personality traits in student teachers ought of rights to constitute a major feature. . . . As we examined the various traits, each one seemed to represent either a habit on the one hand, as in the case of neatness or honesty, or a skill on the other, as in the case of tact or initiative. We reasoned, then, that both habits and skills might be developed by ordinary educational methods. . . ."

"Real education," says Bolton, "is lighting a torch instead of merely filling a basket." It is not "filling the little mugs from teacher's jug." In other words, the teacher who is prepared is the teacher

who can inspire (motivate). The schoolroom taskmaster, acting according to the Procrustean-bed theory, may be properly qualified if we consider only present legal requirements; but he does not belong to the order of Pestalozzi. The teacher, although having conformed to all the semester-hour requirements, may still be a pedant. "The letter killeth, but the spirit quickeneth."

The accumulation of degrees to wear after one's name, may signify little as to eligibility for the teaching profession. It has been said that the teacher, and he alone of all the workers within the state, could transform the world within a single generation. It is extremely doubtful, however, if degree holders may be among the "unprepared" and who are confronted by the great problems of twentieth-century civilization can contribute a great deal toward this transformation.

CONTRADICTORY ASPECTS OF THE SALARY PROBLEM

Two confusing phases of the salary problem are discussed in a recent issue of *The California Principal*. The school-board members' reaction to the teacher who is overdressed is well called attention to in a pointed paragraph:

"The great unthinking majority within the teaching fraternity has demanded and secured this curse of sameness in salaries. Thus, a powerful incentive for individual self-improvement has been removed. The wife of a board-of-education member sees Miss Young-and-Carefree, just out of college, sporting around the town with a new fur coat, yet she, Mrs. Board Member, has never been able to afford a fur coat, although her husband is a determining factor in setting the annual salary of Miss Young-and-Carefree. Mrs. Board Member reads the riot act to Mr. Board Member on the subject of overpayment in teachers' salaries. Both Mr. and Mrs. Board Member have overlooked the justice of furnishing an adequate financial livelihood for Miss Support-her-Mother, or Mr. Wife-and-two-children. The prejudice created against a few of us reacts against us all. Miss Young-and-Carefree may possibly soon be married and thus acquire a husband to pay her future bills, but the damage is done to the cause of those men and women who remain indefinitely in the teaching business."

The unfair reaction of teachers toward the exceptionally efficient teacher is a real difficulty for members of boards of education and is presented thus:

"Recently, in one of the California city school systems, a lady teacher had made a wonderful success in the management of a class of pupils who had been malicious troublemakers throughout their school careers. The board of education thought that she should be rewarded for this fine work in the year just ending, and as a gesture of appreciation, raised her salary. The teacher was elated and confided her good fortune to a few of her closest friends. There was a near-earthquake in that school system, not because the other teachers had failed to receive salary raises, but because this one, who had performed such an outstanding piece of work, was being favored. That particular board of education no longer seeks to reward worthy teachers."

OTTUMWA HAS NEW PUBLIC-RELATIONS PROGRAM

For the past ten years the progressive school system of Ottumwa, Iowa, has regularly cooperated in American Education Week. Visiting days have been set up for the week and special programs have been prepared. To help stimulate interest in the schools in general, as well as to inaugurate facilities for carrying special messages from the teachers to the homes of the pupils, the local daily newspaper, *The Courier*, presented the first of a monthly series of grouped articles, prepared by a public-relations committee from the local schools. The first of the announcements appeared in the issue for October 28, and others followed at regular intervals, about once a month.

It is the purpose of the public-relations committee to make the school page broadly informational and educational in character, and to afford a medium by which the community may be led to a better and a more accurate knowledge and appreciation of its schools and their importance to the state and the nation. The public has been invited to ask questions concerning phases of schoolwork or organization. Such questions are discussed and answered through the news columns of the newspaper.

¹Charters, W. W., and Waples, Douglas, *The Commonwealth Teacher-Training Study*, Preface, p. v.

²Barr, A. S., *Journal of Educational Research*, XXIII (April, 1931), pp. 330-31.

³Newmark, David, "Students' Opinion of Their Best and Poorest Teachers," *Elementary School Journal*, XXIX (April, 1929), pp. 576-585.

⁴Mills, J. S., "The Ideal Teacher," *School Board Journal*, LXXXII (April, 1931), p. 46.

⁵Charters, W. W., and Waples, Douglas, *The Commonwealth Teacher-Training Study*.

⁶Charters, W. W., "The Technique of Determining Content of Student Teaching Courses," *Educational Administration and Supervision*, XV (May, 1929), pp. 343-49.

⁷Lancelot, W. H., "Developing the Student Teacher in Traits of Personality," *Educational Administration and Supervision*, XV (May, 1929), pp. 356-61.

THE AMERICAN School Board Journal

EDITORS:



WM. GEO. BRUCE

WM. C. BRUCE

Public-School Administration — Looking Ahead

THE school situation in the United States demands at this time some serious thinking. No one can deny the fact that grave problems have arisen which must be solved. The transition from a higher to a lower basis of financial support demands new approaches, new conceptions, and new adjustments.

A calm estimate of the situation, in all its ramifications and possibilities, must be made. All hysteria must be ignored. A judicial equilibrium must be maintained. The school administrator must see the situation in its true light and act accordingly.

The concrete fact that the sources of public support have suffered a decided reduction must be recognized. The depreciation of property values has reduced the tax yield, and thereby has lowered the financial support accorded to the schools.

The adjustment of a school budget in the light of a lowered income has proved a difficult as well as a delicate task. The hysteria which has been manifested by school workers on the one hand, and vociferous taxpayers on the other, has not lessened the embarrassments which have attended budgetmaking.

Here and there educators have risen to a splendid statesmanship in recognizing that school costs must come down in keeping with other public expenditures, and by pointing to expedencies designed to preserve the nation's system of popular education upon a reasonably safe and sound basis.

The thought now frequently expressed that the schools must prepare for a new era, a new outlook, a new deal, is a timely one. Our economic and social life must be lifted upon higher planes of equity and justice if the nation is to return to a state of tranquillity and happiness. The educational factors must recognize and espouse the new conception of things.

The school administrator, conscious of the transition from a period of affluence to one of sterner realities, must adjust the educational machinery accordingly. The dollar, with which he must inevitably deal, has become elusive, and must yield more in service and achievement. To the extent that the number of dollars placed at the command of the schools has been reduced, the effort in the direction of efficiency must be doubled.

If the trend is in the direction of economic and social welfare, expressed in a more equitable distribution of the material and spiritual compensations of life, then it follows, too, that popular education has a part to play. If the training of the youth of today involves a patriotic duty, then the spirit of loyalty and service should assert itself at this time with exceptional force and momentum. And that spirit must find expression in better teachers, better training, better schools, and become the watchword of the hour.

The Timeliness of School Surveys

THE school official who ponders over a budget problem has two factors to deal with. The one concerns the funds at his command and the other deals with the needs that must be met. The latter exceeds the former and the process of slashing is engaged in. The budget must be balanced.

Where a school system has assumed certain proportions and forms of expansion it is not always easy to determine where the corners can be cut. The exact status of things is not always known. Waste may exist where least suspected.

In the past, most elaborate surveys have been engaged in. The reports submitted upon them have in instances been cumbersome,

loaded with superfluous statistics, and what not. Investigators advanced recommendations so idealistic and elaborate as to bankrupt any school system if carried out. Good judgment on the part of school administrators has recognized the practical and feasible and discarded the theoretical and visionary.

It remains, however, that a survey of the professional and financial status of a school system may reveal facts and conditions which afford a safe and sensible guide in the making of a budget. While leakage and waste are never to be tolerated, there may be situations where it is doubly necessary to practice rational economy.

The school board of Fall River, Massachusetts, recently engaged three distinguished educators to make a finance survey of the school system of that city. The editor of the Fall River *Herald-News* in commenting upon the course taken by the board said:

"The confused times in which we are living demand perhaps more than ever before the best in education it is possible for this community, or any other, to provide. For the next several years, all present signs indicate, social, economic, and political conditions will be more complex than for many generations past. Many radical changes are in the making, changes that will require the study of the best-trained minds we can produce in America, if we are to go forward rather than backward.

"Expert educators can locate the weak spots, if any exist, and advise us how best to correct them. They cannot make intelligent recommendations, however, unless they have complete knowledge of the details of the system in operation here. That, in our opinion, was the weakness of the report submitted by the eminent educators called in by the board of finance. They did not have that grasp of the details which, it seems to us, is essential to any dependable report."

At a time when the school dollar is expected to yield a maximum return in the way of materials and service, it would seem somewhat contradictory to spend money in order to save money. But, a school survey that is not expanded into superfluous detail and holds to the essential facts and figures may prove of considerable service in entering upon plans of reorganization and in carrying out a well-considered policy of economy.

Some Observations on the School-Supply Industry

THE present decade will unquestionably bring into play new approaches and conceptions in the relations between government and business.

For many years the cry was that mergers and combinations were designed to create monopoly and that government must oppose all movements and departures in restraint of trade. Thus the day came when any group of manufacturers in allied industries proceeded to reach an understanding as to production and distribution, prices and sales conditions, the government clapped down upon them and declared the negotiations a step in the direction of restraint of trade, and hence unlawful.

We recall a period in the school-furniture and supply industry when things were at a low ebb, when the losses were greater than the profits and bankruptcies were the order of the day, and when a factory fire, properly covered by insurance, was not deemed an absolute calamity.

The only salvation for the industry was suggested in a combination which regulated output and prices, and obviated ruinous competition and rivalry. When this had been accomplished by bringing several manufacturers under the direction of a united organization, trouble followed. The government placed the leaders under arrest and punished them by heavy fines and some prison sentences.

We have for years heard the cry about textbook trusts, and school-furniture trusts, and whenever and wherever heard they have aroused public opinion and have put school officials on their guard. But, what followed? In every instance it developed that there were no trusts and that the "independents" were permitted to live and do business in the same old way.

The experience of time here has taught that in the nature of things there can be no monopoly in either the textbook business or the school-supply trade. Moreover, experience has taught that rivalry in business whereby the consumer profits at the expense of

the producer has the tendency to break down rather than strengthen the economic structure.

The realization that when somebody in a business transaction is the gainer and the other the loser, that society as a whole has also been the loser. When the producer pays a proper price for his raw materials, compensates his labor with a living wage, exacts a reasonable earning upon his investment, and sells his product at a price that contemplates the foregoing factors, he is only obtaining that to which he is justly entitled. On the other hand, society gets what it pays for and no more.

The day is at hand when a more intelligent and equitable approach will govern the question of trade relations. An enlightened governmental policy will have an eye upon the producer who undersells the market as well as upon him who strives to monopolize things. The man who engages in deception, so far as the quality of his product is concerned, who pays a starvation wage to his workmen, and is thus enabled to undersell his competitor, benefits no one, but disrupts an entire industry.

The solution to the problem must be found in the regulation of an industry whereby government will aid rather than prevent a form of coöperation which contemplates all the equities involved in production and distribution, and determines upon sales prices that are equitable and just to the consumer. The purchaser of school supplies and furniture stands ready to pay the price that is right in the light of quality and the cost of production. If the purchaser is entitled to protection against an unfair sales cost, the producer likewise is entitled to protection against a ruinous rivalry and cut-throat methods.

The so-called cartel system whereby those engaged in an allied industry are permitted, under government supervision, to come to a common understanding as to quality and prices is well worth the thought and study of modern statesmanship.

Revival in Schoolhouse Construction

WHILE the National Recovery Act included the appropriation of \$3,300,000,000 for public projects, both federal and local, it also became apparent that all worthy schoolhouse projects would be included in the same. It took the school authorities some time to awaken to this fact, come forward, and make their needs known.

To assume that during a period when capital investments are at a low ebb the school population would remain static is indeed fallacious. The population increase will continue to demand enlarged schoolhouse accommodations. When construction labors were brought to a halt during the period of the world war, it was found at the end of that conflict that the neglected construction labors had to be met, and were met.

While it is true that in certain sections of the country the struggle will be in the direction of school maintenance and operation rather than capital investment, the truth is that many centers of population will construct much-needed additions to their school plants, provided financial considerations are sufficiently promising.

This applies more particularly to the larger centers of population. Thus the city of Chicago asks for \$14,000,000, New York \$17,000,000, Los Angeles \$25,000,000, and so on, leaving the conclusion that wherever an actual need exists the desired support will be granted. And it is not deemed unreasonable that something like 5 per cent of the total appropriation, or the sum of \$150,000,000 may be devoted during the coming year to new schoolhouse construction.

Boards of education, conscious of a need in the direction of new schoolhouse accommodations, should familiarize themselves with the conditions exacted by the Federal Government in order to receive the desired grant. While the projects must have behind them the financial ability to liquidate a 70-per-cent obligation, it should also be remembered that there is also an outright grant of 30 per cent.

If the municipality has exhausted its ability to market its bonds, there is still the possibility of placing the bond obligation upon the school district, provided the same possesses the legal power to assume such obligation. The question more often is whether the community cares to bond itself, avail itself of the grant, and thereby also secure a greatly needed school structure. A bond election which

would fail under ordinary circumstances, might win in the light of the encouragement given by the Federal Government.

In either event it is well for the school authorities to study their own status, not only as to their schoolhouse needs but also as to their ability to meet the conditions involved.

City Mayor as School-Board Guardian

IN A number of New England states the mayor of the city becomes by virtue of his office an ex officio member of the local board of education and also its presiding officer. From certain angles the arrangement is deemed an expedient one in that it brings the school system into closer relation with the municipality and gives the chief executive a certain check over the actions of the school-administrative body.

The arrangement tends to make the mayor the central figure in the deliberations which a school board may engage in, and enables him from time to time to take issue with that body as to the wisdom of this or that action. In fact, issues which in themselves are trivial but which may lend themselves to publicity and political advantage are exploited.

Thus it happens quite frequently that the mayor of the city has rapped the school board over the knuckles in an attempt to show the true way to economy and efficiency. In a number of instances, which have come to our attention in recent months, the school-administrative body has been placed in a bad light under the lashings of the mayor.

Without entering into the merits of the controversies which so frequently arise between mayors and school boards in New England cities, we are free in saying that the personnel which constitutes such school-administrative bodies is uniformly high. And yet in no other cities of the United States are the local boards of education subjected to the destructive criticism which obtains in the New England cities.

Experiences have demonstrated that where the board of education is absolutely free from city council or mayoralty domination it usually functions most efficiently. In such cases, the board knows no master except the general public, which gives its verdict when the time for the school election comes around.

The independence thus secured makes not only for self-reliance and self-assertion, but also makes for circumspection and caution in dealing with the affairs of a school system. Those in immediate charge of a school system know better than outside factors what policies should govern its administration in order that the best results may be obtained.

Public and Private Distribution of Schoolbooks

IN A number of communities the local school-supply dealers have voiced their protest against the public schools engaging in the sale of books and supplies to pupils. The contention is made that teachers are employed to teach school and not to engage in a business enterprise which competes with private interests.

In most instances, the local dealers have lost their case. The school authorities have contended that a public-school sales department has its distinct advantages and therefore should be retained. On the other hand, the dealers have contended that there are no advantages and no economies effected by such a sales department. Aside from the injustice done to the merchant, who is a taxpayer, an employer of labor, and a member of the community, the claim is made that there is no economy in paying a person to teach school and then utilize him as a sales clerk.

In Madison, Wisconsin, the local dealers employed an attorney to bring the issue squarely before the school authorities of that city, with the result that hereafter all new textbooks are to be bought from the local dealers. The exchange of old or used books will be handled by the school-board office.

In this instance, the school authorities, at least, entered upon a compromise if not upon a surrender of their prerogatives. Unquestionably the encroachment of public enterprise upon private enterprise, as far as these interests come within the domain of the administration of the schools, will continue to be contested.

PROBLEMS OF THE BOARD OF EDUCATION

(Concluded from Page 26)

plated, that the county council made the appropriation. In the refusal the county council was wrong as a matter of law, because it was compulsory under the law to appoint an attendance officer and fix her salary. They were wrong as a matter of practice for the reason that no one else in the school system had the authority or was in the position to do the work of the attendance officer. They were wrong as a matter of economy, because the money received from the state was based upon the average daily attendance in the schools. I cite this instance as an example of how those who are interested in tax reduction may be misinformed and grossly mislead the county council, or the tax-adjustment board, and by so doing, seriously handicap, or impede the successful operation of the schools. This is not a reflection upon the character or ability of the men who have so faithfully worked on such boards. I maintain that the school boards are more likely to understand and solve questions pertaining to school administration and the requirements for operating the schools than any group of men not connected with educational institutions.

Property-Tax Limitation

The limitation of taxes on real estate is sound in principle, and the law which compels such limitation is a proper step in the right direction. It does, I believe, make it necessary more than ever before to advertise and explain school operations, the desirability and necessity for the items contained in the school budget, and the necessity of a levy therefor. If these facts can be brought to the public generally in the proper light, I am certain that the schools will not suffer, for I am convinced that the great majority of the people, including the taxpayers, are in favor of maintaining the schools upon a sound financial basis, giving the youth of our country an equal opportunity for education. We have a right to rely upon the characteristic fairness and the truly justified patriotism of the average American citizen, to properly perform his duty in times of peril. If, in fact, there is an organized effort in the land to defeat public education, it must fall when the American people learn the true facts.

With reference to the public schools, I believe that we should at all times be looking forward. Our splendid schools of today are largely the result of 150 years of transition in public education. Our educational facilities must, by necessity, change as the economic and social life of the country changes. The education sufficient for a pioneer, would certainly be inadequate for a man in this generation, and the technically trained man of today will find himself very much behind the times within another generation. Therefore, we must be progressive. We must prepare our young people to perform greater and different service in the future, and to assume greater responsibility than we do at this time. One observing conditions as they are today, must recognize the fact that in the future, less human effort will be necessary to accomplish the world's work. We must provide education whereby those who will have more leisure, will be able to enjoy it, and be in a position to pursue activities which will achieve the true and ultimate purposes of life. So let us not be discouraged, but strive for progress in educational lines.

There is one thought which we should all bear in mind in the consideration of these matters, and that is, irrespective of what may be the underlying causes of our present economic distress, no one can consistently blame the boys and girls of this generation for the

DRAWING ON THE PAST

"Our educational institutions must continue to draw on the past for their illumination, but they must do this as a means of understanding the particular conditions of life today. They must clothe us in intellectual garments for a coming winter, not for a passing summer—even though they must weave the summer's wool to accomplish this; for the educational doctrines that formerly developed satisfactory adjustments may leave us cold, unsatisfied, and unenlightened in the new order."

—Harry Woodburn Chase.

unhappy results. Therefore, let us be fair enough to try and work out a solution for our troubles and not shove the burden at the feet of the youth of the country, and try to make them pay for our blunders and mistakes. They did not live beyond their means, gamble in the stock market, buy bonds, spend more money than they were earning, or extend credit to deadbeats. We did all of those things, and we and not they should pay the penalty.

I have not time to quote from expressions of men high in public esteem. I will only call your attention to recent expressions by Alfred E. Smith, former President Herbert Hoover, President Roosevelt, and a number of others. They all agree that now more than ever before our schools should be kept at a high degree of efficiency. We can delay building streets, roads, or other public improvements. A week, a month, or a year taken out of the educational opportunities of a child can never be replaced. It is lost forever. Not only the child, but the public as well, sustains the loss.

I do not know how you men generally regard the life and work of Daniel Webster. He was, undoubtedly, one of the greatest and most brilliant men that the past century produced. One of the bright spots in the history of our city of La Porte is the time when Webster made a visit to what was then a frontier town in northern Indiana. He made a patriotic address, and while throngs were gathered around his carriage, a group of children marched down the street carrying banners. The great statesman, who himself had been educated with funds derived from a mortgage on his parent's home, looked toward the children and said, "There, fellow citizens, is the hope of our country."

What Webster said then, the history of our nation has shown was absolutely true, and it is as true now as it was then. It is absolutely useless to attempt to perpetuate a democracy without an enlightened populace.

THE ESSAY EXAMINATION

(Concluded from Page 35)

We must conclude, therefore, that the essay examination is a useful device for the attainment of our fourth objective—the standardization of school procedure.

The Examination as a Check of the Teacher's Work

5. Within certain limitations, the essay examination may be used by teachers to check the results of their own work. For example, in daily recitations the instructor may have placed particular emphasis on certain phases of the subject under consideration. After he has completed his explanation or exposition, he may call for questions from the class. If no questions are forthcoming, he may assume that the students understand, and that they are prepared to pass on to other work. But the effi-

cient teacher makes no such assumptions. He gives a test or an examination and in most cases is able to ascertain whether or not his precepts have met with proper response. He is then in a position to rectify intelligently any misunderstandings that may exist in the minds of his pupils. It should be understood that he has not necessarily tested the actual knowledge of pupils in this manner; he has merely satisfied himself of the effectiveness of his own teaching.

By the use of the essay examination a teacher may to some extent check on his methods of marking and grading. In general, if he finds a high degree of correlation between his daily grades and examination grades, he may assume that his methods of grading are sound. However, the teacher should beware of placing too much confidence in this method of checking. It merely serves to call attention to glaring faults in his grading, and will by no means apply to all individual cases among pupils.

Generally speaking, therefore, the essay examination may be employed to check on the teacher's work, with especial reference to content and methods of marking and grading, thus fulfilling to some degree the fifth and last objective which we have set up for it.

From the foregoing considerations we conclude that, while the essay examination may be useful in some respects, it falls short of performing certain very necessary functions that may be reasonably expected of an examination, and fails to justify the emphasis which has been placed upon it in the past as a school exercise.

In a subsequent paper we shall discuss several newer and better types of examinations that are becoming increasingly important.

NEW YORK SCHOOL BOARDS HOLD GREAT CONVENTION

(Concluded from Page 14)

executive committee and the board of directors are to have charge of the business of the Association between conventions.

The Association will have four sections representing the interests of the four groups of boards of education: (1) city boards, (2) rural central school-district boards, (3) village boards, (4) rural school-district boards. To give an opportunity for local or regional exchange of interests, the state has been divided into six districts, each of which will have a chairman and will hold a district or local convention. The Association will also encourage the formation of county school-board units for the discussion and promotion of local problems and interests.

The Association will have a board of directors, consisting of the six officers of the Association and the six chairmen of district organizations. The permanent committees will include the executive committee, the nominating committee, and the advisory committee. The executive secretary of the Association will not be elected at large, but will be appointed by the board of directors.

The Association adopted a resolution, urging that the state aid for education be maintained at the full amount provided under the equalization plan of the education law. The Association pledges its full influence and support to this end.

The Association also adopted resolutions, urging federal emergency funds to the several states in proportion to their needs and appropriations for emergency public works and economic recovery for public education in proportion to its importance in national life.

The Association elected the following officers and district chairman:

President, Guy W. Cheney, Corning; first vice-president, Enos Lee, Yorktown Heights; second vice-president, Mrs. E. L. Robertson, Syracuse; third vice-president, G. Burchard Smith, Freeport; fourth vice-president, W. C. Ellis, Shortsville; treasurer, W. F. Seber, Troy.

District chairman: Fred C. Sprickman, Kenmore; Harold L. Fuess, Waterville; C. Mossman McLean, Binghamton; William H. Golding, Cobleskill; Samuel Deuel, Pine Plains; Mrs. E. F. Hartman, Amityville.

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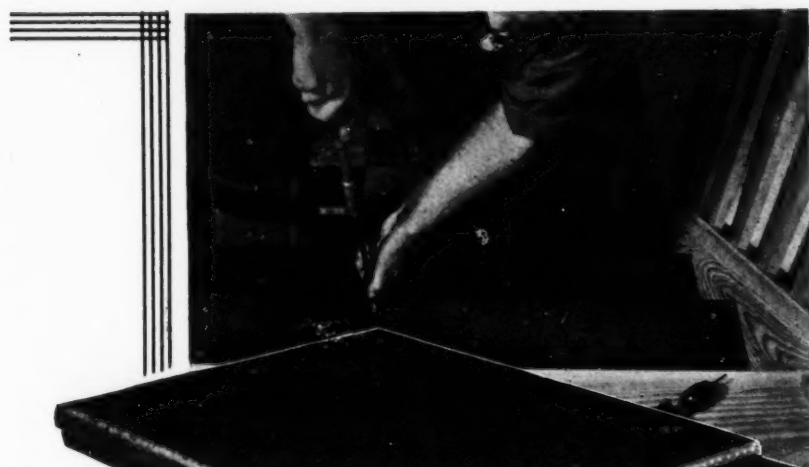
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SCHOOL LAW

School-District Property

Labor and materialmen claimants who were awarded a judgment against a contractor, were entitled to a pro rata share of the fund remaining in the possession of the school district. — *Aetna Casualty & Surety Co. v. Hawn Lumber Co.*, 62 Southwestern reporter (2d) 329, Tex. Civ. App.

A school district operating a bus solely for the convenience of pupils at a particular school was held a mere private carrier, and only ordinary prudence for the safety of the children was required (Calif. civic code, §§ 2096, 2100, 2168). — *Shannon v. Central-Gaither Union School Dist.*, 23 Pacific reporter (2d) 769, Calif. App.

Generally, school districts are not liable for injuries caused by the negligence of officers, agents, or employees, unless liability is imposed by the statute. — *Perkins v. Trask*, 23 Pacific Reporter (2d) 982, Mont.

A school district which maintained and operated a swimming pool was held not liable for negligence resulting in the drowning of a pupil. — *Perkins v. Trask*, 23 Pacific reporter (2d) 982, Mont.

A statutory provision declaring a school district a body corporate which may be sued was held not to authorize a tort action against a school district (Montana revised codes of 1921, § 1022). — *Perkins v. Trask*, 23 Pacific reporter (2d) 982, Mont.

The fact that the operation of a swimming pool for pupils is optional with a school district was held not to render inapplicable a rule of immunity from liability for negligence. — *Perkins v. Trask*, 23 Pacific reporter (2d) 982, Mont.

A board of education is liable for injuries sustained by negligence in the performance of its duties, and the respondeat superior doctrine applied to it. — *Friedman v. Board of Education of City of New York*, 186 Northeastern reporter 865, 262 New York 364, rev. 262, N. Y. S. 934, N. Y.

A board of education has corporate responsibility for dereliction of the board's duty, even though the duty be a continuing one and requiring the intervention of agents or employees. — *Friedman v. Board of Education of City of New York*, 186 Northeastern reporter 865, 262 N. Y. S. 364, rev. 262 N. Y. S. 934, N. Y.

A helper employed by a "custodian engineer" and required to reside in a school building had no right, except perhaps in an emergency, to employ others to help him, especially children who might require special protection. — *Friedman v. Board of Education of City of New York*, 186 Northeastern reporter 865, 262 N. Y. S. 364, rev. 262 N. Y. S. 934, N. Y.

A board of education was held not liable for the death of a 15-year-old boy, not a pupil, who was crushed after school hours while riding on an ash hoist of a school building and allegedly assisting an engineer-custodian's resident helper, even if the hoist was not equipped with protective devices. — *Friedman v. Board of Education of City of New York*, 186 Northeastern reporter 865, 262, N. Y. S. 364, rev. 262 N. Y. S. 934, N. Y.

School-District Taxation

A taxpayer operating a business college was held not entitled to enjoin the Savannah board of education from conducting courses in bookkeeping, stenography, and typewriting in opportunity and night schools, nor from teaching students over 18 therein, notwithstanding it allegedly interfered with the private college and allegedly constituted an illegal expenditure of public funds and funds received under the Federal Vocational Education Act (20 U.S.C.A., § 11-28; Ga. laws of 1866, p. 175; laws of 1919, pp. 330, 331, 349, 354, 361, §§ 106, 108, 110, 162, 178-183; laws of 1922, p. 82, § 1). — *Worth v. Board of Public Education for City of Savannah and Chatham County*, 170 South-eastern reporter 77, Ga.

Where a contract was awarded by a third-class school district contrary to the statute, knowledge of the voters of the execution of the contract could not estop them from obtaining an injunction restraining the payment of funds under the contract (Oreg. code of 1930, §§ 35-1008, 35-1009). — *Tuttle v. Beem*, 24 Pacific reporter (2d) 12, Oreg.

School-District Claims

The negligence of the principal of a school who, in operating a school bus, stopped on a traveled portion of the pavement on the side opposite a boy's home, and apparently failed to give the boy warning of a rapidly approaching automobile, was held a question for the jury in an action for injuries to a 10½-year-old boy, struck by an approaching car while crossing the highway. — *Shannon v. Central-Gaither Union School Dist.*, 23 Pacific reporter (2d) 769, Calif. App.

BUILDING NEWS

♦ Cape Girardeau, Mo. A special election has been called to obtain the approval of the voters on a proposed bond issue of \$300,000. The proceeds of the bonds will be used to erect two new school buildings and an addition to an existing building. Approximately \$37,000 of the amount will represent a direct grant of the Federal Government.

♦ Fremont, Nebr. The voters of the city have been asked to approve a bond issue of \$200,000 for the construction of three grade-school buildings and an addition to a fourth building. Under the federal public-works program, the school district will obtain a grant of 30 per cent of the cost of material and labor.

♦ Wilmington, Del. The board of education has begun the remodeling of School No. 2, which is being prepared for use as an administration building for the schools. The building, which is centrally located, will have space for the board of education, the superintendent, the assistant superintendents, the directors, and supervisors and will also house the central stock and supply departments, and the telephone exchange for the entire school system. The change will obviate the use of four different buildings for housing the administrative and supervisory staffs of the schools.

♦ Wilmington, Del. The board of education has approved plans for the Pierre S. DuPont High School. The building, which will be erected on a 23-acre site, will be three stories in height, with a basement under one wing. It will have accommodations for from 1,800 to 2,000 students and will contain boys' and girls' gymnasiums, an auditorium, a library, offices, commercial and modern-language rooms. The entire project, including land, building, and equipment, will involve an expenditure of \$1,935,000, with the state legislature appropriating \$1,500,000 and the Federal Government \$435,000.

♦ Albert Lea, Minn. The school board has received a report on a recent appraisal of the school properties. As a result of the appraisal, it was voted to eliminate excess insurance on school buildings amounting to \$116,000. It is planned to carry \$575,000 in insurance on the buildings and \$49,900 on the contents, with a total of \$625,000. The purpose of the change was to lower the insurance rate and to provide greater safety to buildings through the installation of fire doors and other changes.

♦ Overland, Mo. The voters have approved a bond issue of \$60,000 for an addition to the Home Heights School. The building, which has been designed by William B. Ittner, of St. Louis, will contain two stories and basement, devoted to classrooms, a gymnasium, and a cafeteria.

♦ Kirkwood, Mo. The school board has called a special election to vote on a \$250,000 bond issue for a number of proposed school-building projects. The bonds are to be supplemented with a 30 per cent federal public-works grant.



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♦ Oklahoma City, Okla. The county excise board has accepted an offer of the school board to make a cut of \$35,000 in the insurance protection on city school buildings. The cut will effect a saving of \$1,050 in the insurance premium. The total insurance premium will be \$9,400, plus \$4,900 on three-year boiler insurance due this year.

♦ New York, N. Y. The board of education has approved a request to the board of estimate for inclusion in its application for federal funds of \$11,075,000 for the construction of new school buildings. A few weeks ago, the board requested \$16,496,808 for new buildings and equipment. The total now sought is \$27,571,808.

♦ Oklahoma City, Okla. The school buildings standard committee, following a survey of the school buildings, has reported to the school board that nearly every building is in need of repairs, and that \$1,500 for each building would be insufficient to cover the cost of the work involved. The condition of the buildings has been attributed to an economy campaign started several years ago, in an effort to meet budget reductions requested by public opinion.

♦ El Paso, Tex. The school board has voted to continue its present policy of distributing school fire insurance among local fire-insurance agencies. The action was taken following a protest on the present distribution.

♦ Chicago, Ill. The school board has proposed an expenditure of \$10,850,000 to complete the construction of five school buildings on which work has been held up for lack of funds. It has been planned to resume construction work on the Lane Technical High School, the addition to the Senn High School, the Steinmetz High School, and possibly two other buildings.

♦ Los Angeles, Calif. The chairman of the special advisory committee to the Reconstruction Finance Corporation has approved an application of the school board for a \$1,000,000 loan from the corporation. The money is to be used in the reconstruction of schools damaged in the earthquake of last March.

♦ El Paso, Tex. The school board has effected a saving of \$1,800 in boiler-explosion insurance and has created a reserve fund of more than \$1,208, through the elimination of explosion premiums from the school budget over a three-year period. The board has deposited cash in a bank account as an explosion reserve.

♦ Council Bluffs, Iowa. The voters of the city, at a recent school election, failed to approve a bond

issue of \$350,000 for the construction of new school buildings. Under a state law, a school-bond issue must carry a 60 per cent majority in order to be passed, and the bond issue failed by 2,478 votes.

♦ Cedar Rapids, Iowa. The bond issue to finance a \$590,000 high-school building program was carried by 111 votes, at a recent school election. Credit for the victory of the bond issue was given to organized labor and the parent-teacher associations both of which supported the improvement.

♦ Los Angeles, Calif. Following the earthquake of last March, the board of education has been faced with the problem of providing temporary housing for more than 20,000 children. Although no buildings were completely demolished, it was thought best to delay use of the buildings where they could not be pronounced safe.

As a means of meeting the emergency, the board made use of tents and temporary buildings, and in some cases, where portions of the school plant were usable, the students were accommodated on their own grounds in two shifts. The adjustments made possible the use of all junior high schools on full-time sessions, the senior high schools with two exceptions, and the elementary schools on half-time sessions.

At the present time, an extensive survey is being made of all buildings in the system, with a view of bringing them up to the standard demanded by the city building department. Plans have been drawn for a number of departments and reconstruction and rehabilitation will be started shortly.

♦ Cincinnati, Ohio. The city planning engineer has submitted to the city planning commission suggestive plans for the relief of overcrowded conditions in the schools. The proposals have been included in the bond issue which the board of education has asked as part of its public-works program to be undertaken with the aid of federal funds. The program calls for the erection of new schools and for additions to existing buildings where the need for housing space is urgent.

♦ Fremont, Nebr. The state public-works advisory board has approved the school-building project proposed by the local school board. The program calls for a grant of \$57,000 and a loan of \$150,000 from the Federal Government. The total project involves \$257,000. The plans call for the construction of three school buildings to replace obsolete and worn-out structures, and an addition to another building.

♦ Dallas, Tex. A bond issue to finance 70 per cent of an extensive school-building program has been proposed by the board of education. The project will in-

volve an expenditure of \$2,000,000, of which 30 per cent is expected to come from federal public-works funds.

FINANCE AND TAXATION

♦ Tama, Iowa. The school district paid its final outstanding bond on October 1, which leaves the district completely out of debt and with sufficient funds on hand to meet the current expenses of the year. The indebtedness was incurred through the construction of a school building in 1914 on the 20-year payment plan. During the past ten years, the board of education has maintained a conservative and effective financial policy, which has made it possible for the district to meet all of its bonds on the date due. Within the past few years, the board was able to purchase two pieces of property, which were paid for in cash.

♦ Pueblo, Colo. Flexible provisions in the contracts signed this year by school employees have permitted the continuance of the 14.95 mill levy in effect in the district last year. Under this year's contracts, the salaries of teachers and other employees are to be adjusted to conform to tax collections.

♦ The governor of Michigan has announced that the schools of the state must continue to carry on without state aid until January 1. The decision was made following a conference with fifty schoolmen and other citizens of the state, who sought state aid for financially distressed school districts. It is expected that by January, the situation will be greatly improved, due to the proceeds from the state sales tax. In the meantime, a fund of \$1,450,000 has been made available for borrowing by schools whose money is held in closed banks.

♦ Westport, Conn. The school board recently made a request of the finance board for an extra appropriation for seven teachers, which has been granted. The extra appropriation became necessary, due to an increased enrollment and the need for extra teachers in the junior and senior high schools, the night school, and the elementary schools.

♦ Enid, Okla. The school board has adopted a budget of \$225,000 for the school year 1934.

♦ Rockford, Ill. The public schools have reported sufficient money in the bank to meet all payrolls for evening-school teachers this year. The money was obtained through a tuition charge of \$3 for each pupil enrolled in evening classes. Formerly, no tuition fee was charged and the payrolls were financed with money appropriated by the school board.

School Board News

A STUDY OF SCHOOL INVENTORIES

The National Association of Public-School Business Officials, through its Committee on Supply Research, has issued a report on a nation-wide study of the school inventory. The committee, under the direction of Mr. R. W. Hibbert, director of textbooks, supplies, and equipment for the St. Louis board of education, found that three fourths of the cities of 50,000 population and upward maintain inventories of school equipment. A majority of these are periodic inventories taken annually at, or following the close of the school year. The purpose of the inventories is (a) to prevent loss of property through theft or displacement, (b) to aid in the discovery and replacement of obsolete equipment, (c) to determine the amount of necessary insurance, to aid in calculating school costs, (d) to prevent the purchase of unnecessary equipment by locating equipment which may be shifted.

The committee found that the loose-leaf form of inventory is the most advantageous, but there is no standard size, shape, or form of the data in the present practice of city school districts. The building is the common inventory unit, and in large buildings the department and room is used advantageously as special units. The regular educational employees usually take the inventory and the principal is held responsible for the initiation and accomplishment of the work. The cost of taking inventories is usually quite small; in some cities it is practically nil.

The dividing line between equipment and supplies is questionable and this is true of different types of equipment. Exact distinctions must be made so that all employees engaged in taking inventories will have clear-cut directions where the lines are drawn.

Standardization and improvement in the technique of taking inventories are the two outstanding needs. The committee has prepared a series of forms and a distinct procedure based on the best practices which it has observed in various cities.

HOW INDIANAPOLIS SCHOOL COSTS WERE REDUCED IN THREE YEARS

The public schools of Indianapolis, Ind., will be financed during the year 1934 with tax money representing a reduction of \$2,196,147 below the amount for 1930. This reduction in taxes has been made possible through increased revenue for the school system, derived from intangible taxes, gross income tax, and other forms of taxation, and by the observance of a strict economy program on the part of the board of education and the administrative department of the schools.

The school budget for the present school year calls for an estimated expenditure of \$1,725,709 less than was appropriated in the year 1930. During the three-year period, the decrease in expenditures has kept pace with the decrease in the valuation of property. The property valuation of the city dropped to \$511,162,710 after the year 1931, which produced a reduction of 26 per cent. The school budget dropped 23 per cent, but the drop in the actual costs of the schools was even greater during the period. Fixed charges, such as interest on bonds, which cannot be reduced, prevented the whole budget from being further cut.

During the period, despite the decreased value of property, the tax rate was gradually reduced, falling from \$1.02 in 1930, to 99 cents for the present school year 1933-34.

In the face of decreased revenue the school system has not been relieved of its responsibilities; school enrollment during the three-year period has constantly increased. Three years ago, the enrollment was 54,855, and this year it is 61,546, or an increase of more than 12 per cent. In the high schools, where the per-pupil cost is greater, the enrollment has gone from 13,066 in 1930, to 17,631 in 1933-34, or an increase of almost 35 per cent.

SCHOOL-TRANSPORTATION COSTS IN WASHINGTON

The subject of transportation for school children has attracted unusual attention in the State of Washington this year, due to the fact that for the first time, the state is bearing a share of the cost. Under a new state law, provisions have been made so that eventually the state will pay one-half cent per-pupil-mile-day, up to but not to exceed 50 per cent of the actual transportation cost.

Mr. L. D. Burris, of the State Department of Education, recently made a study of transportation costs for the school year 1932-33. In determining the cost where districts own their own transportation equipment, a depreciation allowance is made equal to 10 per cent per year, until the vehicles are ten years old. This allowance does not antedate the passage of the transportation law. In computing the pupil-mile-days due each district, credit is allowed for each pupil for one round trip of the bus each day the pupil attends

school. Since the legislature did not provide revenue nor make appropriations sufficient to meet more than two thirds of the financial requirements of the new law, transportation reimbursement for the next two years will not actually exceed one-third cent per-pupil-mile-day, up to but not exceeding one third of the total cost.

The study shows that transportation was furnished in 840 school districts of the state last year, which was an increase of 38 districts over the number for 1932. The transportation system served a total of 67,494 pupils, with 39,864 enrolled in the elementary schools, and the remainder registered in junior, senior, and four-year high schools. Approximately one pupil out of six was transported for less than two miles. The total number of pupils transported in 1932-33 exceeded that of 1931-32 by 4,136, or an increase of 7 per cent.

Transportation costs, the report showed, decreased over a quarter of a million dollars, or 17 per cent. The total warrants issued for the operating costs of the 2,448 routes equaled \$1,388,433. After deducting the warrants issued by one district to pay another district for transportation service, and adding the 10 per cent depreciation on the district-owned conveyances, the total operating cost was found to be \$1,497,618.30. This was equal to one cent per-pupil-mile-day, or an average of \$22.19 per pupil per year, which was \$4 per pupil under the warrant cost last year. Taking depreciation into account in both years, the reduction in cost would equal almost \$6 per pupil.

NEW YORK HIGH SCHOOLS OVERCROWDED

The *New York Sun*, in a recent editorial, discusses the overcrowded condition of the New York City schools:

New York City's high schools are filled to overflowing. Boys and girls who in other years might have gone to work are staying at their books. While registration in the elementary schools, reflecting the falling birth rate of recent years, dropped by 9,500 between September, 1932, and the same month this year, in the junior high schools it gained 2,176 and in the senior high schools 16,479. Because of limited facilities the industrial high schools, formerly called trade schools, could not receive more pupils, but special trade classes in the continuation schools now have 8,182 full-time students, a gain in this classification of 3,600 over last year.

The senior-high-school enrollment of 236,000 is taxing the facilities of the city as never before. One school, built to accommodate 5,000 pupils, has more than 11,000 on its rolls. Another, built for a registration of 3,500, has more than 10,000. Three have between 8,000 and 9,000 students each, and enrollments of 5,000 to 7,000 are common for schools built to accommodate half those numbers. That explains why adults, returning from work after dark, find some of the subway and elevated lines crowded with boys and girls on their way home from school. Double-session programs often extend until five o'clock.

The priority which the board of estimate is giving to school projects in its applications for federal loans may soon provide funds to meet the overcrowding.

EDUCATION IN THE NEW YORK CITY ADMINISTRATION

Previous to his election, Mayor Fiorella H. LaGuardia issued the following statement on his policies toward education:

We must raise our standards and reorganize our school system. We need expert, qualified, competent men and women in the board of education. I will insist upon a complete merit system of promotion. At the present time every promotion above assistant principal is political. Our educational system needs, above all things, the complete, absolute, unqualified elimination of politics.

By economy and honesty in the purchase of school sites, we can find the means of providing adequate playgrounds for children in connection with schools, so as to eliminate the hazards to which they are now subjected in seeking an opportunity for normal play.

Our system of higher education must be protected. There must be continued opportunity for education in the night schools for those who have been deprived of the benefits of education during school hours. Wider opportunities for education and increased education are essentials in the progress of democracy.

PUPILS' SAVINGS DECLINE

Deposits in school savings by pupils of the United States declined for the third successive year in the school period that ended June 30, according to the annual report of W. Espey Abig, deputy manager of the American Bankers Association, in charge of its savings division. Gross deposits in the past year amounted to \$10,332,569, a decrease of \$7,347,795 from the preceding year. This compared with the high mark of \$29,113,063 three years ago. The shrinkage of \$18,800,000 in the last three years has carried the level of school savings deposits back where they were ten years ago. Withdrawals in the past year exceeded deposits by \$2,315,252. The number of schools offering school savings was 10,890 and the participants numbered 3,080,685. There were 1,796 fewer schools than last year, but only 21,825 fewer children participating. In percentages, the number of schools offering the school savings facilities fell down 14 per cent and

the volume of deposits fell 42 per cent, but the number of children depositing declined only 0.8 per cent.

BOARDS OF EDUCATION

♦ Seymour, Conn. The board of education has rejected a proposal of the taxpayers' league, calling for the elimination of the services of the music and physical-education supervisors in the schools. While the board has ordered a number of drastic economies, it was believed that these services are important features of the school program.

♦ Lansing, Mich. The public schools will be given only one week of Christmas vacation this year, in place of the usual two weeks. The shortening of the holiday vacation was made necessary to make up the week lost through the late opening of the schools.

♦ Akron, Ohio. The school board has established adult educational classes for unemployed persons. Those persons eligible to teach will be designated by the county relief administrator and the supervision of the classes will be in charge of Supt. T. W. Gosling.

♦ Rockford, Ill. Free tuition is again being allowed to postgraduates of the senior high school.

♦ Memphis, Tenn. The first school for the unemployed in the city has been opened. The work is being financed by federal relief funds in order to give employment to teachers out of work. Students may attend full or part time. Teachers are employed on the basis of six pupils to a teacher.

♦ C. E. Rogers, former superintendent of schools at Johnson City, Tenn., has brought suit against the city school system for \$8,400, alleging breach of contract on the part of the city in failing to make an appropriation for his salary.

♦ West Stockbridge, Mass. The school board has installed a new system of pupil accounting. The new system aims to bring together all the facts regarding a pupil on one card. The data are to be supplied through the efforts of the teacher, the nurse, the school physician, and the superintendent of schools.

♦ Santa Barbara, Calif. The purchasing agent of the school board has been ordered to make purchases of school supplies from companies listed as complying with the NRA.

♦ Chisholm, Minn. The school board has considered the matter of operating on a cash basis, in an endeavor to lead the way to the payment of mining-company taxes to the schools and the village. Representatives of the mining companies had agreed to pay their taxes provided the board would go on a cash basis under the state law. Assurance was given that the district would not lose any tax money, since the mining companies were not asking for a cut in the per-capita levy. The school board receives \$75,000, in addition to the per-capita allowance for the retirement of bonds and interest.

♦ Alexandria, Va. The school board has adopted a rule, providing that corporal punishment be administered by the principal of the school in the presence of the complaining teacher. The slapping and cuffing of pupils was ordered discontinued.

♦ San Francisco, Calif. The president of the University of California and Stanford University have been asked to submit a list of names of educators from which the board of education may make a selection of a superintendent to succeed Dr. J. M. Gwinn.

♦ Chicago, Ill. The school board recently declared a \$6,000,000 pay day for the teachers and school employees. Pay checks, totaling \$1,972,476 for the last two weeks in February were mailed out. Along with the two weeks' salaries in cash was a month's pay for March in tax-anticipation warrants. The payments bring the compensation of school employees up to April 1 and reduce the obligations of the board to approximately \$16,000,000.

♦ Madera, Calif. The public schools have been operated with extreme care and good business judgment during the past two years of stress and storm. The school board has been able to conduct the schools without the passing of a pay day, or the necessity of issuing school warrants, and the year was finished with a nice balance in the treasury. Supplies for the schools have been paid regularly the first of each month. Teachers' salaries suffered a reduction of 3 per cent during the year.

♦ Quincy, Mass. The school board has ordered that all orders for school purchases totaling more than \$500 be advertised in accordance with the state law. The action came as a result of a list of equipment for the high-school office. The items amounted to a total of more than \$4,000 and the purchases had been questioned by the state emergency finance board.

♦ The State School Board Association of Utah, at its meeting in Salt Lake City, on October 27, elected new officers for the year. The officers are: Mr. R. W. Adams, Layton, president; Mr. L. W. Wright, Coalville, first vice-president; Mr. W. D. Currey, Sandy, second vice-president; Mrs. D. W. Moffat, Murray, third vice-president; and David Tarbet, Logan, secretary-treasurer.

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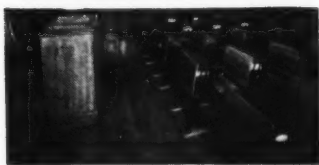
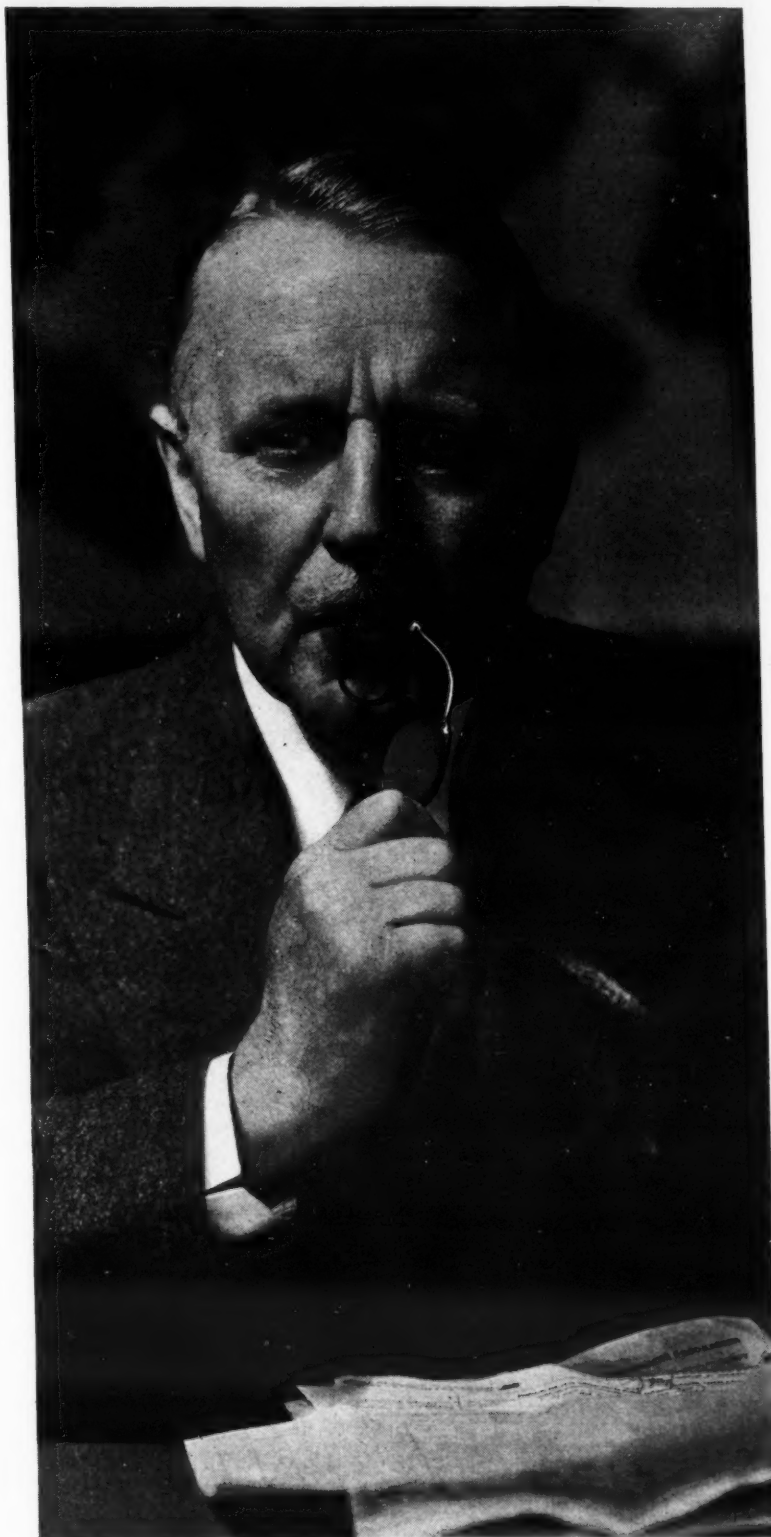
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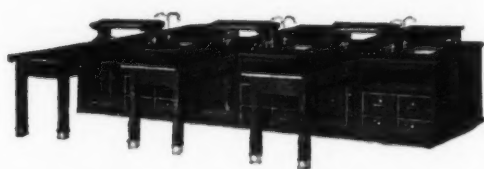


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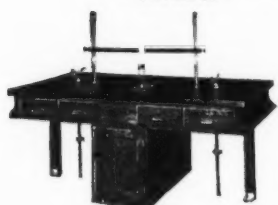


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NEW BOOKS

Directed History Study

By Charles C. Scheck and M. Althea Orton. Paper, octavo, 172 pages. World Book Company, Yonkers, N. Y.

This is a workbook, guide, and outline for the study of American history by the problem method. The complete history of our country is covered in a series of major problems and these are subdivided into lessons or assignments. Each lesson includes questions, outlines, suggestions for the visualization of the problem, references to textbooks, visual aids, or phonographic records. There are a number of outline maps to be used in various ways. A list of leading textbooks is supplied, followed by page references for each problem.

The Administration of Merit-Type Teachers' Salary Schedules

L. P. Young. Cloth, 114 pages. Bureau of Publications, Teachers College, Columbia University, New York, N. Y.

The author sets up 13 criteria for the use and administration of merit rating for salary purposes:

1. The rating plan should be a specified and definite part of the salary schedule.
 2. Superior merit should be rewarded.
 3. Continued incompetence should be penalized.
 4. Merit should be only one of the factors considered in granting salary increments.
 5. Teacher accomplishments should be the basis of the rating plan.
 6. The rating scale should be documentary, with a uniform system of scoring.
 7. The rating scale should define, set up standards, and make mutually exclusive all the factors entering into the rating.
 8. The teacher's final score should be computed from at least four independent ratings.
 9. Teachers should be classified into not more than five merit groups.
 10. The number of teachers rated in each merit group should approach the curve of normal distribution.
 11. Only administrative officers should rate a teacher for salary purposes.
 12. Rating plans and procedures should be a co-operative enterprise.
 13. One official should be responsible for the final rating.
- The author suggests the following 14 procedures for putting a merit-type salary schedule into effect:

1. The salary schedule should contain all provisions showing the effect of rating upon the amount of the teacher's salary: (a) amount of salary increment; (b) number of salary increments (maximum salary); (c) factors upon which teachers are to be rated; (d) method by which teachers will be classified; (e) persons who will do the rating.
2. Each recognized level of teaching efficiency should receive a proportional amount for (a) annual increment; (b) maximum salary.
3. The amount of the annual increments may be determined by the amounts paid teachers in comparable communities: (a) Teachers rated average should receive the same salary as the average teacher in comparable communities using automatic schedules. (b) Teachers in the highest rating group should receive 100 per cent more, or twice as much, as teachers rated average. The other groups should receive proportional amounts. For example, if five rating groups are used, A (highest) B, C (average), D, and E, the amount of the annual increments would be in the following proportions: A, 2; B, 1½; C, 1; D, ½; E, 0. (c) All amounts given for merit rating should be cumulative.
4. All teachers should receive the same number of increments (unless lowest group is dropped), before reaching maximum salary. Therefore the maximum salaries should vary according to ratings received.
5. The salary schedule should provide for additional increments for approved further training, travel, and experimentation and research.
6. The rating scale should be based upon teacher accomplishments rather than upon the personal traits and factors by which these results are achieved.
7. The rating scale should be in a definite documentary form, with a definite method for rating a teacher on each item included in the scale.
8. The items included in the scale should be mutually exclusive and capable of being measured, with given standards for each merit group.
9. At least two administrative officers should rate each teacher twice annually. The final score, or rating, should be the average of the four (minimum) independent ratings.
10. Persons doing the rating should confer for the purpose of setting up definite standards for each level of teaching efficiency in order to make rating scores comparable.
11. Teachers should not be classified into more than five groups or levels of teaching efficiency. Either three or five groups are preferable.
12. Groups should be designated by letters, such as A, B, C.

13. The number of teachers in each group should approach the curve of probable distribution.
14. The coöperation and approval of the teaching personnel should be secured by such means as: (a) committee of teachers to help develop and administer the plan, through whom all teachers may voice their opinions; (b) teachers' meetings to discuss the plan; (c) self-rating by teachers; (d) conference held with teacher immediately following the rating.

Essentials of Everyday English

By Florence K. Feeris and Edward E. Keener. Six books for grades 3 to 8. Paper, octavo, illustrated, 160 pages. Laidlaw Brothers, Chicago, Ill.

These are both complete textbooks and workbooks with a directed-study program for each day. There is one lesson to a page. Explanation of principles and directions for the pupil appear on the margin, the rest of the page containing an exercise. Important principles are stated as numbered rules called Good English Habits.

Answers to exercises are grouped on the last few pages of the book. One of the features of the plan used is the correction and scoring of exercises by the pupils; nevertheless, the answer pages, being perforated, may be removed if the teacher so wishes. There are also Mastery Tests, the answers to which are printed on loose leaves.

International Book of Names

By C. O. S. Mawson. Cloth, 352 pages. Price, \$2. Thomas Y. Crowell & Company, New York.

Nearly ten thousand names of persons and places are included in this handy book. With a keen understanding of the everyday difficulties of editors, writers, and teachers the compiler has eliminated the common names which involve no particular difficulty of spelling or pronunciation, and has included those which are new, unusual, and hard to find. Recent official forms of geographical names and current celebrities in science, politics, and literature are all included. The book is indispensable in the school and college library.

Better Work Habits

By Rachel Salisbury. Paper, 229 pages. Price, 60 cents. Scott, Foresman & Company, Chicago, Ill.

Many bright students fail in their schoolwork because of poor work habits. Most of the work a student is required to do in school is connected with some form of reading or writing.

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(Concluded on Page 50)

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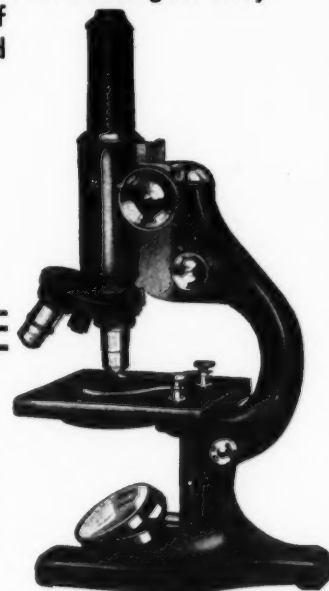
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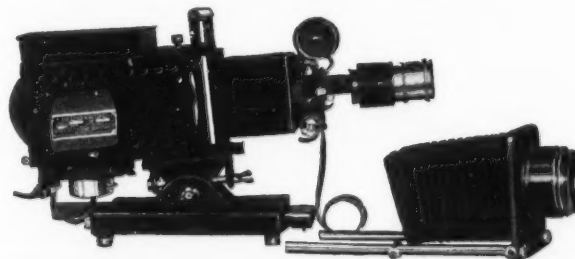
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(Concluded from Page 48)

of detailed, habit-forming exercises that will build up orderly habits of organizing, developing, and expressing ideas. Although much valuable material for incidental drill is given in such study performances as following directions, concentrating, and writing questions, everything is subordinated to the one study habit of major importance, the ability to organize.

Better Work Habits has been planned especially for freshman high-school classes, but it may also be used to advantage with more advanced classes, or study groups, or with individuals who need special practice. The material has been tested in controlled groups in high schools and the methods of work are such as will result not only in better English themes, but also in more satisfactory papers in history, or better reasoned reports in civics. The book may be completed in less than eight weeks, if used daily; if used three times a week, it may be extended through an entire semester.

Teachers will find this book helpful in carrying out differentiated plans of teaching, such as the contract plan, the Morrison plan, the project method, etc. The counsel section at the end of the book gives advice necessary for successful work in the exercises.

Taxes and Taxation

By W. B. Storm and H. C. Storm. Paper cover, 107 pages. Price 40 cents. Published by McKnight & McKnight, Bloomington, Ill.

Here is a textbook on taxation adapted for school use. It covers the essentials of the subject with reasonable completeness. At least it tells what every student ought to know about taxation.

The authors make clear why society in its collective capacity must provide utilities and safeguards which must be maintained at public expense. In order that man may follow peaceful pursuits and realize the higher objectives of human existence there must be law and order; namely, government. That implies the agencies and instrumentalities for exacting revenue out of which the cost of government is covered.

The several chapters concern themselves with every phase of tax administration, and the principles which have guided tax systems. Thus the property tax is described, the income tax as well as the sales tax are explained. Reforms are recommended. The authors realize, as do all students of the subject, that property is now overburdened and that new sources of support must be discovered.

Each of the eight chapters of the book are followed by a series of problems suited for social science and

arithmetic classes. The textbook will serve the teacher in discussing the subject of taxes and taxation with her classes and bringing to them a clearer understanding of what the subject implies.

The authors, two educators, not only have demonstrated a mastery of the subject of taxation, but have managed in an excellent way to adapt their book for classroom use.

Greek Speaks for Itself. An Etymological Phantasy. Paper, 7 pages. Price, 10 cents. Prepared by Francis J. Donnelly, S.J., Fordham University, New York. A unique essay in prose, of more than 500 common English words from the Greek. The words, which are numerous, are chiefly technical in nature. They are considered to be of special significance and value.

Annual and Semi-Annual Promotion

By J. Armour Lindsay. Cloth, 178 pages. Bureau of Publications, Teachers College, Columbia University, New York, N. Y.

This is a Doctor's dissertation which analyzes the merits and demerits of annual and semi-annual promotion in the elementary schools. It suggests an entirely new program of teaching procedure and technique, grade placement, and classification as the solution of the present problems.

Duties of Officers of Common-School Districts. Paper, 30 pages. Circular No. 4, 1933. The University of the State of New York, Albany, N. Y. Contains the rules governing school trustees, their powers and duties, and an outline of the organization of the state school system and relation of the trustees.

Handbook and Instructors' Manual for Public School Engineers. Prepared by R. L. Martin, assisted by G. H. Fern and L. A. Woods. Paper, 177 pages. Issued by the Texas State Board for Vocational Education, Austin, Texas. This booklet is intended as a practical handbook for those employed in the janitor-engineer department of city schools, and as an aid to instructors in conducting janitor-engineer classes. It offers a variety of valuable material relating to the janitor-engineer problem. Attention is directed to the most economical and efficient methods of performing janitorial tasks, including cleaning methods, care of boilers and heating system, repairwork, care of playground equipment, and safety. A bibliography is appended for the assistance of instructors and others who may be in need of the latest references on the subject of janitorial work.

SCHOOL-BUILDING CONSTRUCTION

In 37 states east of the Rockies, a total of 77 school-building projects were undertaken during the month of October. According to Dodge, these included a total of 315,000 sq. ft., and represented contracts amounting to \$2,222,100.

SCHOOL CONSTRUCTION WITH FEDERAL EMERGENCY PUBLIC-WORKS AID

Reports of public-works projects carried on under the Federal Emergency Public-Works Division of the NRA, indicate that up to November 25, a total of \$482,525,268 had been allotted to nonfederal projects. Of this total amount, school construction approved by

the public-works administrator amounted to \$31,460,924.

The government loans and grants for schoolhouses amounted to \$21,373,588, and the direct grants of 30 per cent (with additional 70 per cent of loans floated locally) amounted to \$2,469,345. The actual government funds applied to school construction, therefore, amounted to \$23,842,933.

Up to the date of November 25, the state advisory boards have received school applications amounting to \$169,201,957, involving 1,354 separate school-building projects.

It is estimated that 4.9 per cent of the total non-federal moneys allotted to date are applied to school construction.

DEATH OF FRANK IRVING COOPER

Frank Irving Cooper, architect, and head of the well-known architectural firm, The Frank Irving Cooper Corporation, of Boston, Mass., died suddenly at his home in Wayland, on November 20, following an attack of heart disease.

Mr. Cooper was born in Taunton, Mass., May 8, 1867, and was educated in the public schools of his native town and in Boston. He was graduated from Chauncy Hall in 1885. Following the custom of the time, he began the study of engineering and architecture by entering the office of a leading firm of architects. For some years he was employed by Shepley, Rutan & Coolidge, and was sent to Pittsburgh to assist in the design and to supervise the construction of a number of large public buildings. In 1900, he opened his own office in Boston and almost immediately developed an important school practice. He was a strong exponent of the scientific development of school planning, and carried on for five years the important research which led to the development of the well-known "candle of efficiency" for school-building plans. Among his most important schools are the Weaver and Bulkeley High Schools in Hartford, Conn., the enlarged Somerville High School at Somerville, Mass., and the North Senior High School at Quincy, Mass.

In all he designed more than a hundred grade-school buildings. A recent important work is the new National Education Association Building in Washington, D. C. Mr. Cooper's interest in education led him to carry on extensive studies of school architectural problems in his home at Wayland, Massachusetts, to lecture and write freely for the educational press, and to give consulting service without cost to school authorities.

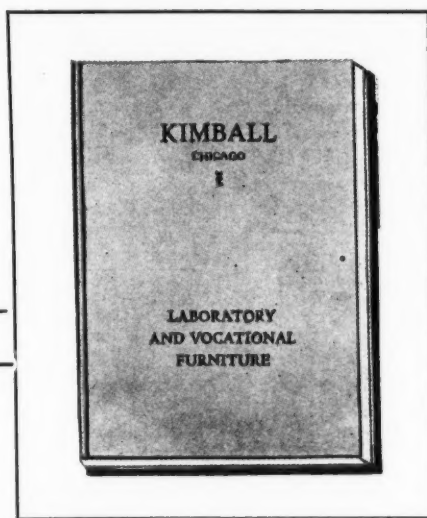
Mr. Cooper is survived by his widow and two sons.

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ADMINISTRATION

♦ Wilmington, Del. The public schools have undertaken an extensive long-term program of curriculum revision. The program was arranged to obtain the maximum amount of teacher participation. During the school year 1932-33 an effort was made to have the activities centered on a revision of the social-studies curriculum. During the year 1933-34, the teachers will direct their attention toward the revision of the language-arts course of study. An experimental tryout of the work will be carried on in both a platoon and a nonplatoon school. The work of revision was made possible as a result of the willingness of the teachers to finance the work by enrolling in an extension course. The teachers receive regular college credit toward the degree for which they are working. At the same time they are able to satisfy the requirements for professional improvement.

♦ Sterling, Ill. The midyear promotion plan has been discontinued this year in the township high school, due to crowded conditions.

♦ Lexington, N. C. The school system has been reorganized on the 6-5 plan, with the consolidation of all of the seventh grades in the high-school building. The school program provides for exploratory courses for the junior high school and for work in industrial arts. The high-school board and the elementary-school board have been consolidated and placed under joint control.

♦ Alexandria, Ind. The junior-senior high school is being operated this year on a program calling for six periods of sixty minutes each.

♦ Unionville, Conn. The group-coöperative plan has been introduced in the fifth and sixth grades this year, because of an increase in enrollment and an increase of work devolving upon the teachers. The plan has resulted in saving one teacher and making the work more simple and effective.

The educational program in the high school provides for a fundamental course for the new students who are returning to the school this year. This course embraces all of the fundamental subjects in the curriculum after a diagnostic test of pupil abilities. A six-weeks' tryout period is being operated in both the junior and senior high schools, with final adjustment after the first marking period.

♦ Westport, Conn. The school system has been reorganized on the 6-3-3 plan, with departmental instruction in the fourth to the sixth grades. A new English syllabus for the schools has been completed by the English committee. Two new committees have been delegated to prepare new courses in social science

and mathematics. It is expected that the work will be completed so that the new courses may be tried out during the present school year.

♦ Rockford, Ill. The public schools are conducting a series of weekly radio broadcasts over Station KFLV. The purpose of the broadcasts is to acquaint the people of the city with the work of the schools. A total of 33 broadcasts will be presented, covering the work of each department and the major activities of the school program.

♦ The California Interscholastic Federation is developing a plan of mutual insurance for high-school athletes who may be injured in competitive sports. The policies which are to be issued will cost \$4 a person annually and will cover all competitive sports, both within the school and outside of it. The federation and the local schools are coöperating in the administration of the plan without charge in the interest of injured pupils. School monies may not be used for deferring costs incurred by pupils as a result of injuries sustained in sports. The premiums must be derived entirely from profits made in school sports, or from personal contributions of students. The maximum allowance under the arrangement will be \$250 for an individual student.

♦ Whithall, Pa. At a meeting of the board of education of the Whitehall township school district, Supt. W. D. Landis presented a plan for continuous training for unemployed recent graduates in the district from teacher-training institutions.

The plan, as outlined, seeks to maintain the morale of unemployed teachers and to keep them in touch with their profession. It will enable them to continue their training and to become intimately acquainted with a school system which may ultimately employ them. The close contact of the teachers with the school officials will make it possible later on to place such teachers in positions to better advantage.

The cadet teachers in the elementary schools will teach one subject, and later several subjects. Cadet teachers in the high school will teach in the departments of their major fields. All of the work will be done under the careful supervision of the regular teacher to whom the cadet teacher has been assigned and the superintendent. The plan of teaching provides for a carefully worked out plan of observation and participation on the part of the cadet teacher. A course of conferences has been planned for these teachers, consisting of individual conferences following each observation of cadet teaching, and general conferences of teachers.

♦ Middletown, Conn. Upon recommendation of

Supt. F. W. Shearer, two special classes have been established for pupils with an I.Q. of 45 to 75. The classes were established as a result of an evident need for the work. It is expected that the work will have beneficial results in the direction of reducing retardation in the schools.

♦ East Haven, Conn. Two new kindergartens have been opened this year. An increase in enrollment has caused the opening of an additional room and the employment of two teachers.

♦ Child Labor Day will be observed during the week-end of January 27, 1934. Teachers and others desiring material for use in child-labor programs may secure it free of charge by writing to the National Child Labor Day Committee, 419 Fourth Ave., New York City.

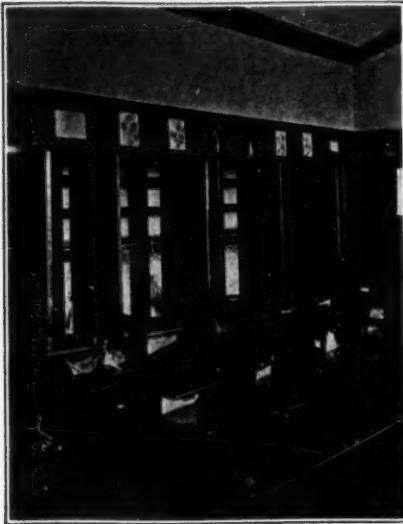
♦ Beverly Hills, Calif. A slight reduction has been made in the number of classroom teachers for this year, bringing the average load per classroom teacher, based on enrollment, to 31. A policy has been adopted for maintaining small classes, in the belief that it makes for more efficient education.

♦ Red Bluff, Calif. An auditorium was added to the new grade school during the past summer. Funds for the addition were obtained from the sale of an old school, which was not being occupied because it had become obsolete. The building has since been remodeled for use as a veterans' memorial building.

♦ Needles, Calif. A special class for Mexican boys and girls has been established in the junior high school. The class which is designated the subseventh, enrolls over-age children from the elementary schools, and provides them with a curriculum adapted to their needs and abilities. They are offered a selection of English, mathematics, social science, art, and music. In addition, they are given work in industrial and home arts, physical education, and hygiene. Social science has been made a required subject for all six years of the junior-senior high school.

♦ Oklahoma City, Okla. The county excise board has approved a new school budget for the year 1934, calling for an appropriation of \$1,842,695. The budget provides for a reduction of \$1,000 in insurance premiums, leaving \$14,200 for this item.

♦ Pittsburgh, Pa. The school budget for the year 1934 has been set at \$13,867,372, which is \$132,262 more than the estimate of the year 1932-33. Repair of buildings, upkeep of grounds, and repair and replacement of equipment account for \$105,795 of the increase in the total cost of supplies and expenses.



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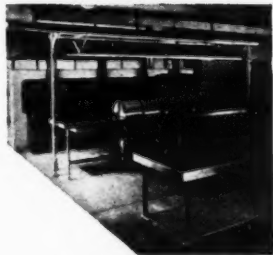
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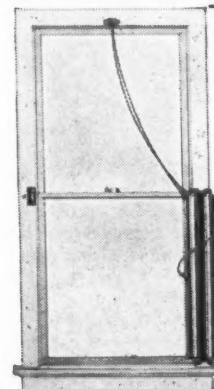
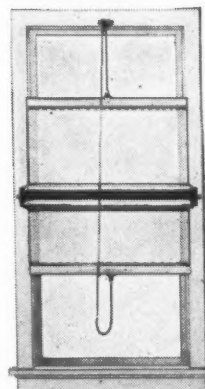
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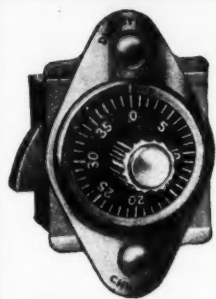
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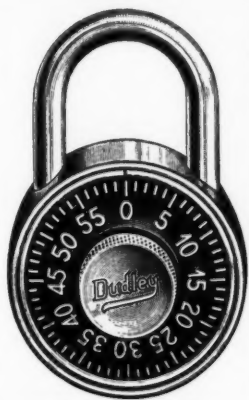


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TEACHERS AND ADMINISTRATION

♦ **Wilmington, Del.** Plans have been completed for the certification of teachers. The program calls for minimum requirements for each type of teaching position. Two types of certificate will be issued; namely, standard and college. The standard certificate is intended for teachers who do not hold a college degree, but have met the qualifications for the type of position. The college certificate is intended for those teachers who hold college degrees, and who also meet the requirements for the position. Temporary or provisional certificates are given for a limited time until the teachers are able to qualify for the permanent certificates. Teachers already in service will be given certificates permitting them to teach the subjects they now teach, or are qualified to teach.

♦ **Teacher tenure in California** is "doomed," unless the present tenure law is modified, in the opinion of the majority of speakers who attended the recent conference of city, county, and district school superintendents of California. Supt. L. W. Smith, of Berkeley, who discussed the subject at the meeting, declared that the tenure law has overreached itself. The worthy teacher ought to retire, he said, but the immoral, incompetent, or unprofessional teacher should be subject to dismissal without recourse to the court. It is now practically impossible to dismiss those for whom there is no place in the educational system because of their conduct. Mr. B. O. Wilson, Contra Costa county superintendent of schools, said that the law must be projected to a professional plane, and that it should contain an adequate retirement provision before it becomes really effective.

♦ **Hudson, Mass.** The school board has recently ruled that all married women teachers must conclude their services next June. On and after that date, no married women will be employed in the schools.

♦ **The Superior Court, at Redwood City, California,** has recently ruled that marriage is not a ground for the dismissal of a teacher. The court ordered the reinstatement of Mrs. N. M. Prowse as a permanent teacher in the South Francisco school district. The school board had charged that the teacher waited to marry until after she had gained her permanent status under the state tenure law. The teacher denied the charge, saying that she married because she was then in love.

♦ **Milwaukee, Wis.** The Circuit Court recently ordered the payment of \$30,000 in back salaries to fifteen teachers who were removed when some outlying school districts were annexed to the city in 1930 and who

had won reinstatement last spring. The teachers who were discharged when the districts were taken into the city, won their suit in the court and were reinstated in April, 1933. The teachers then brought a mandamus to compel the school board to pay them for the time they were unemployed.

♦ **Detroit, Mich.** After a period of five months, teachers and other school employees have received approximately \$445,000 in salaries for the "payless" week they put in last May in order to relieve the city's financial emergency. Payments were made in scrip.

♦ **The Wisconsin Teachers' Association,** at its recent meeting in Milwaukee, elected Mr. Charles G. Stangle, of Manitowoc, as its president. Mr. O. H. Plenzke, retiring president, was named secretary.

♦ **Everett, Mass.** The school board has taken steps to dispense with the services of married women teachers who have husbands regularly employed.

♦ **Beverly Hills, Calif.** The school board has adopted a revised salary schedule, calling for reductions in salaries on the upper levels. Under the schedule, principals' and supervisors' salaries were reduced 5 per cent, and teachers' salaries from 2½ to 4 per cent.

♦ **Kankakee, Ill.** The salaries of teachers and janitors have been reduced 10 per cent for this year. All janitors took payless vacations of one month during the summer months as a means of economy in operating expenses. The reductions were accomplished without the elimination of any essential courses or activities.

♦ **School problems of general interest** were discussed at the annual meeting of the Iowa Association of Public-School Secretaries, held at Marshalltown, on October 20 and 21. The program, prepared by President H. C. Roberts, of Sioux City, included the following topics: "The Need of Tax Revision," Charles Redberg, Cedar Rapids; "Emergency Financing," R. L. James, Mason City; "A Survey of Comparative School Costs," Lela Bishop, Newton; "Cheaper Fuels and Efficient Combustion Equipment," Walter McLain, Ottumwa; "Building Maintenance Programs," P. N. Hicks, Dubuque; "Uniformity in Financial Accounting," R. C. Williams, Des Moines; "The Secretary's Annual Report," Esther Peterson, Fort Dodge; "Insurance for School Property," C. C. Trine, Marshalltown; "Self Insurance for School Properties," J. E. Baumgartner, Davenport.

♦ **President W. C. Wehe,** of the school board of Milwaukee, W's., has urged a general revision of the school laws and restoration to the school board of

greater authority. In an address to the board he has pointed out that the school board must fail to function and represent the taxpayers if its hands are tied by the legislature. He cited legislation enacted in opposition to the desires of the board, but at the request of the Milwaukee Teachers' Association, governing salaries, tenure, and other details of school management. Mr. Wehe argued that the school board cannot obtain a change in the school laws, unless citizens elect men to the senate and assembly who will represent them in the legislature, and who will enact laws which will restore authority to the school board. Under the present laws, teachers can only be retired by filing charges against them.

♦ **Minneapolis, Minn.** The school board has received from the business superintendent an outline of a schedule of working hours for the janitorial staff of the schools. The schedule is arranged on a forty-hour-week basis and goes into immediate effect.

♦ **Alexandria, Va.** The school board, as a measure of economy, has voted to discontinue extra pay for janitors for night work connected with the public use of buildings. It was ordered that organizations using the buildings be required to reimburse the janitors.

♦ **Menasha, Wis.** The school board has adopted a budget of \$80,845 for the school year 1934.

♦ **Madison, Wis.** The school board has prepared a budget, providing for an appropriation of \$1,064,015. The amount to be raised by taxation is \$888,875.

♦ **State Superintendent Paul F. Voelker,** of Michigan, has proposed a state-wide reconstruction of the school system, to insure better educational facilities and to reduce the cost of the same. Superintendent Voelker listed the following as necessary to the improvement of the state's educational system:

1. Elimination of numerous state boards and consolidation of their functions under one major state board.

2. Reorganization of rural-school units.

3. Unification of the educational system generally, with provision for a permanent and stable source of income.

Superintendent Voelker has conceded that receipts from the sales-tax money would greatly relieve the immediate crisis in education, but will leave the fundamental problems of finance still unsolved. He maintains that the long-time problem of the schools must be solved and that competition among the schools must be eliminated through a unification of the educational system.

After the Meeting

Harmony Sublime

The high-school band had just finished a vigorous but not too harmonious a selection.

Freshman Trombonist: "What's the next one?"

Senior Cornetist: "Stars and Stripes."

Freshman Trombonist: "Gee, I just played that one."

Why Wait

A New York educator in discussing the unwilling attitude of some school boards who refuse to discard old school buildings says that they remind him of a certain Scotch girl.

"When someone asked him why Annie McPherson and he did not get married, Sandy explained: 'Some fool gave her a big box of writing paper with her name printed on it. She won't marry me until it's used up. And she writes hardly any letters because of the three-cent postage.'"

Feuds

Sambo: "Say, Snowball, why do they call that town up in Michigan Battle Creek?"

Snowball: "Dun'no, 'less it's 'cause dey staht so many breakfast feuds up dar."

With Examples

It was during the English lesson. Said the teacher: "Always remember, boys, that the word *with* is a very bad word to end a sentence with. I—ah—that is to say—ah, unless you have nothing else to end it with." —Pa. School Journal.

The Latin for It

The examination question read: "Give the principal parts of any Latin verb."

One none-too-bright student, unable to give a correct answer, wrote:

"Slippo, slippere, falli, bumtus."

The paper came back, corrected, with these words:

"Failo, failere, fluncto, suspendum." —Exchange.

From the Country

The teacher was giving the class an oral geography test. "Johnny," she said, "what is a bay?"

"A bay," said Johnny, "is a brown horse."

Education

The native genius of an American has carried him to big success in business without much aid of education. He was asked to distribute the prizes at a school and made the usual speech of good counsel.

"Now, boys," he said, "always remember that education is a great thing. There's nothing like education. Through education we learn that twice two make four, that twice six make twelve, that seven sevens make ... and then there's geography." —The Kablegram.

The Same Ignorance

Earnest New Student: "Excuse me—could you tell me the way to the lecture hall?"

Old Hand: "Fraid I can't; I'm a student myself!"

A Bull's-Eye

Teacher: "Today I'm going to speak on 'liars.' Now then, who read the 25th chapter in our text today?"

[All hands go up.]

Teacher: "You're just the crowd I want to speak to. There are only 24 chapters in the book."

Check on Father

Father: "Why were you kept in at school?"

Son: "I didn't know where the Azores were."

Father: "In the future, just remember where you put things." —Le Rire.

Needed

Joe Wilcox: "How are you getting along in college?"

James Pace: "Oh, pretty well, thanks. I'm trying awfully hard to get ahead."

Joe: "That's good. You need one."



A Big Help

The colored janitor in a southern school was notified by the superintendent that his hours would be reduced from 60 to 48 and his wages advanced from \$10 to \$14 a week.

"Thank you, suh," said the janitor. "Dat Roosevelt's Negro Relief Association sho am a great help for the cullud men."

JAMES McDONALD DIES

The death of James Richard McDonald, on November 8, at West Medford, Mass., was a loss to education because it brought to its close an active figure in textbook publishing over a long period of years. Mr. McDonald, who was manager of the educational department of Little, Brown & Company since the department was established in 1904, and who was also secretary of the firm, died after a brief illness, at the age of 67.

Born in Brunswick, Maine, in June, 1867, Mr. McDonald was educated at Lawrence Academy, Groton, and Williams Colleges, receiving the A.B. degree from the latter institution in 1889. Following his graduation, he became a newspaper worker, and served for many years on Boston, Springfield, and Hartford newspapers.

His active career in the textbook publishing field began with Allyn & Bacon, in 1894. In 1896 he became associated with the Macmillan Company. In 1902 he was made educational manager of the New York office. The following year he became editor and educational manager of the Lothrop Publishing Company in Boston, and in 1904 he entered the employ of Little, Brown & Company, as the head of the school-book department. At the time of his death he was serving as secretary of the firm and was active as a member of the board of directors.

He is survived by his widow and one brother, William T. McDonald.

Personal News of School Officials

● MR. HOMER L. NEARPASS has been elected superintendent of schools at Santa Barbara, Calif. Mr. Nearpass is a graduate of Culver Military College, Western Reserve University, University of Wisconsin, and University of Minnesota, and holds a master's degree given by Teachers College, Columbia University. Before going to Santa Barbara to reside, he had been president of Youngstown College, in Ohio.

● The board of education of Minneapolis, Minn., recently tendered an expression of its appreciation for the services of DR. CHARLES H. JORDAN, superintendent emeritus of the Minneapolis schools. During a service of fifty years in the city school system, Dr. Jordan served in the capacity of principal, superintendent, and superintendent emeritus. For these services the board of education and the city expressed their deep appreciation.

● DR. R. W. FAIRCHILD has been elected president of the Illinois State Normal University at Normal, Ill. Dr. Fairchild brings to the position excellent qualifications for efficiency and leadership in the teachers' college field. He has had an extended experience in a number of midwest universities featuring education as a basic social need, and he also had a varied career in city superintendencies both in Wisconsin and Illinois, in two teachers' colleges in Wisconsin, and during the past two years in the School of Education at Northwestern University.

● DR. WILLIAM A. LEWIS, 56, president of Fort Hays State College since 1913, died at his home on October 10, following a long illness. Dr. Lewis went to the Fort Hays College from the University of Utah, where he held the chair of industrial education.

● DR. H. W. MEAD, superintendent of the high school at East Aurora, N. Y., died suddenly on October 7, following a heart attack. Mr. Mead had been principal of the East Aurora High School and later superintendent of the school department, with supervision over the high and grammar schools. After graduating from Harvard University, he taught school in New Jersey and in Poughkeepsie, and later went to East Aurora as principal.

● MR. ORR SCHURTZ, superintendent of schools of Negaunee, Mich., from 1901 to 1918, died at his home in Grand Rapids, on October 9. He was 80 years old.

● MR. A. P. POGREBA has become superintendent of schools at Grand Rapids, Minn., succeeding Mr. E. C. Baker, who has retired. Mr. Pogreba, who had been an elementary-school supervisor in District No. 1 for the past five years, has enjoyed a wide experience in school work covering a period of thirteen years as a teacher, assistant principal, high-school principal, and elementary supervisor.

● DR. PAUL W. CARHART, managing editor of the G. & C. Merriam Company, dictionary publishers, and a well-known authority on phonetics, died suddenly at his home in Springfield, Mass., on October 27.

● MR. B. I. GRIFFITHS, a member of the high-school faculty at Rockford, Ill., has been released for part-time work in connection with the operation of a new department of "Public Relations" for the schools.

● SUPT. FRANK A. JENSEN, of Rockford, Ill., was recently honored by 500 teachers and other employees of the public-school system. Mr. Jensen was presented with a life membership in the National Education Association.

● Tama, Iowa. The board of education has organized for the year, with the election of R. T. SMITH as president, C. E. DAVIS as secretary, and F. A. JONES as treasurer.

● SUPT. R. H. ERWINE, of Steubenville, Ohio, has been appointed chairman of the emergency education relief council in Jefferson county, Ohio. The council is to inaugurate a program to carry out plans for a school for the unemployed, which is to be organized in each of the 88 counties of the state. Its purpose is to provide jobs for unemployed teachers and to give vocational and general training for idle persons.

● MR. EMMETT GREEN has been reelected as treasurer of the school board of Greencastle, Ind.

● MR. S. M. LISTER has been elected as superintendent of school buildings for the board of education of Portland, Ore.

● The school board of Alexandria, Ind., has reorganized for the year, with the election of MR. JAMES S. WALES as president, MR. GEORGE J. ARMSTRONG as secretary, and MR. K. W. HUFFINE as treasurer.

● BARTLEY L. JOYCE, a member of the board of education of Steubenville, Ohio, for a quarter of a century, died at his home on October 27, after a long illness following an automobile accident four years ago. Mr. Joyce was president of the board for a number of years and at the time of his death was serving as vice-president.

● MR. RICHARD E. DOYLE has been reelected as a member of the board of education of San Francisco, Calif., for a new term of five years, beginning with January, 1934.

● The school board of East Haven, Conn., has reorganized, with the election of MR. E. L. WHITTLESEY as chairman, and MR. WILLIAM JASPERS as secretary. The other members of the board are MRS. JOHN BIONDI, MRS. MILO PECK, MR. J. A. FITZGERALD, MR. C. S. GOULD, MR. R. L. WALLDORF, MR. JULIUS BROOKS, and MR. W. E. GREENE.

● MR. W. L. BROOKER, of Asheville, N. C., has been elected superintendent of schools at Ashland, Ky., to succeed J. D. Falls.

● MR. WILLIAM R. ROSS, formerly of Delta, Colo., has assumed the superintendency at Trinidad. Mr. Ross has been succeeded at Delta by MR. H. L. DOTSON, who was formerly superintendent of schools at Hayden.

● DR. RICHARD BRAUER, a former professor of mathematics at the University of Königsberg, Germany, has accepted a visiting professorship tendered him by the University of Kentucky for the current academic year.

● MR. ALTON L. BELL, formerly superintendent of schools for the Delight Consolidated Schools at Delight, Ark., has resigned in order to accept the position of welfare director in Pike county, Ark.

● SUPT. FLOYD T. GOODIER, of Chicago Heights, Ill., has been granted a leave of absence for the remainder of the year in order to accept the position of assistant state superintendent of public instruction in charge of elementary schools. The active superintendency has been taken over by MR. BEN A. SYLLA, formerly principal of the Washington School.

Buyers' News

TRADE PRODUCTS

New Bausch-Lomb Magnifiers. The Bausch & Lomb Optical Company, Rochester, N. Y., has announced new magnifying glasses for scientific use.

The Ophthalmic magnifier, which is designed for use in ordinary examinations of the eye or ear, or for other like purposes, comprises a double convex lens 2 in. in diameter, and has a focal length of 3 in. It has a higher magnifying power than most lenses of its size, and is particularly well adapted for use in extracting foreign substances from the eye or ear. The Stamp Collectors' magnifier is a combined magnifier and standard perforation gauge, fitted with a millimeter scale. The instrument fills a need for the close examination of stamps.

New Medical Examination Unit for School Clinics.

The Holophane Company, 342 Madison Ave., New York City, has announced a new medical-examination unit for use in school clinics and first-aid rooms.

The device is a clinical appurtenance of impressive appearance and dual use. It assures the doctor adequate general illumination at all times in his consultation office and provides an instantaneous flood of examination light, without the inconvenience generally experienced by the use of accessory lighting equipment for this function.



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The unit is a small-scale adaptation of the Holophane hospital light, has a lighting beam of high intensity, and a white-porcelain enameled bowl, which gives uniform, glareless, indirect illumination of 10 foot-candles over the entire room. By turning a small knob, a diaphragm uncovers a contralens, which gives a beam of 200 foot-candles intensity on the examination table over an area of 3 sq. ft. The bowl and lens are easily removed for cleaning and an H & H No. 7745-Z pull-chain switch is provided.

Complete information will be sent to any school official upon request.

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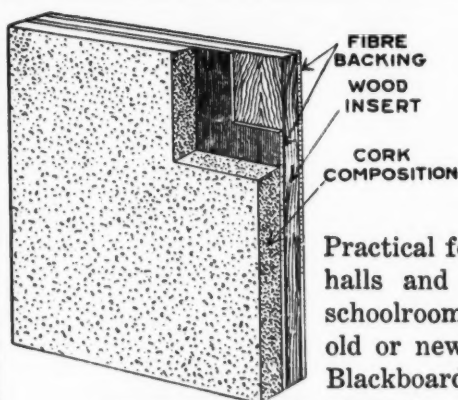
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Index to Advertisements

A. P. W. Paper Company.....	2	Holophane Company, Inc.....	4	RCA Victor Company, Inc.....	49
American Seating Co.....	9	Huntington Laboratories.....	50	Reliance Pencil Co.....	48
Architects Directory.....	6	International Business Machines Corp...	7	Rowles Co., E. W. A.....	52
Babb & Co., Inc., Edward E.....	55	Johnson Service Company.....	1	Rundle-Spence Mfg. Co.....	5
Beck Studios.....	52	Kewaunee Mfg. Company.....	48	Schermerhorn Teachers' Agency.....	52
Blickman, Inc., S.....	52	Kimball Company, W. W.....	51	Schoolkraft Co.....	52
Carbon Solvents Laboratories.....	52	Knapp Brothers Mfg. Co.....	6	Sengbusch Self-Closing Inkstand Co....	53
Celotex Company, The.....	7	Krexite, Inc.	52	Solar-Sturges Mfg. Co.....	5
Columbia School Supply Co.....	53	Miracul Wax Company.....	5	Sonneborn Sons, L.....	3
Continental Car-Na-Var Corp.....	47	National School Equipment Co.....	55	Spencer Lens Company.....	49
Dick Company, A. B.....	12	National School Supply Association.....	8	Squires Inkwell Co.....	9
Draper Shade Co., Luther O.....	9	Newcastle Products, Inc.....	53	Standard Blackboard Co.....	55
Dudley Lock Corporation.....	53	Norton Company.....	44	Standard Electric Time Co., The.....	45
Evans, W. L.....	2	Peabody Seating Company, The.....	49	Stewart Iron Works Co., The.....	6
Finnell System, Inc.....	3rd Cover	Powers Regulator Co.....	3	Taylor Company, Halsey W.....	3
Ford Company, The J. B.....	10	Premier Engraving Co.....	52	Tiffin Scenic Studios.....	52
Garrison Fire Detecting System...4th Cover				Twin City Scenic Co.....	55
Graybar Electric Co., Inc.....	43			Vonnegut Hardware Co.....	2nd Cover
				Wayne Iron Works.....	4
				Yale & Towne Mfg. Co.....	4

We Announce

The 34th Annual School Building Number of THE AMERICAN School Board Journal

Financing, planning, construction, and equipment of school buildings, always a major problem of school administration, is now of special interest and importance in the light of present day school building needs and the Federal financing of school projects under the PWA.

The progress of Federal financing of school projects under the Public Works Administration is shown in the following table:

	Nov. 13	Nov. 13-20	Total to date
Applications to State Advisory Boards—No. Projects	1,217	74	1,291
Amount of Applications	\$153,274,571	\$8,691,439	\$161,966,010
Federal Grants	1,995,445	331,700	2,327,145
Loans and Grants	17,325,642	533,546	17,859,188
Number of Projects	256	22	278
Total Cost Federally Financed School Projects	\$ 25,455,559	\$1,914,557	\$ 27,370,116

The January, 1934, ANNUAL SCHOOL BUILDING NUMBER will be a most significant and timely reference issue, summarizing the progress in school-house architecture and presenting the trend in education in terms of school buildings designed to meet the present day educational needs



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Speed..power..silence..economy..everything demanded in a truly efficient floor machine, is present to a *plus* degree in the 100 series *Finnell*.

Whether in the cramped quarters beneath a school room desk, or in the comparatively wide open spaces of a gymnasium or corridor, the *Finnell* handles easily. Its powerful brushes whirl at the rate of 230 revolutions per minute. The sturdy General Electric Motor delivers power directly. Wheels keep it under control. Offset construction enables it to get into the hard-to-reach places.

Silence a Feature! Two gears, simplified in construction, made of special heat-treated steel



and bronze, moving in a large excess capacity grease case, result in marvelously quiet operation.

EFFECTIVE!

Floor Maintenance Materials

For a third of a century, *Finnell* has been making and marketing floor dressings and treatments. There is no better guarantee of right, durable beauty and long life for your floor or floor coverings than to use *Finnell* waxes, soaps, powders, etc., and to apply them with a *Finnell* machine.

Finnell-Kote, the marvelous, new, hot wax treatment is considered by many large institutional users to be the greatest improvement in floor waxes in recent years. Applied hot, *Finnell-Kote* penetrates and protects. Easy to apply. One operation spreads and polishes it. Economical, too. One treatment will last for months. Easily patched in heavy traffic spots. Will stand extra rebuffering and polishing.

Other Finnell Floor Materials. Aqua-Wax, a superior liquid wax... Liquid-Kote, extremely high quality... Paste Wax... Fulfil, for filling porous floors and linoleums... Terrazzo-Fill, for filling cement, terrazzo and other porous stone floors... Solarbrite, the safe and sure soap... Finola Scouring Powder, the standard for a generation. Ask for samples, for demonstration, or for further details.

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For schools of medium size, the model 118 *Finnell* may be used to scrub or polish assembly halls, corridors, gymnasiums and other large areas. A slight adjustment then equips the machine with a brush ring 11 inches in diameter which enables the same machine to scrub or polish classroom floors, in the aisles of classrooms, beneath the desks and in other small spaces. This makes the *Finnell* virtually a two-in-one machine.



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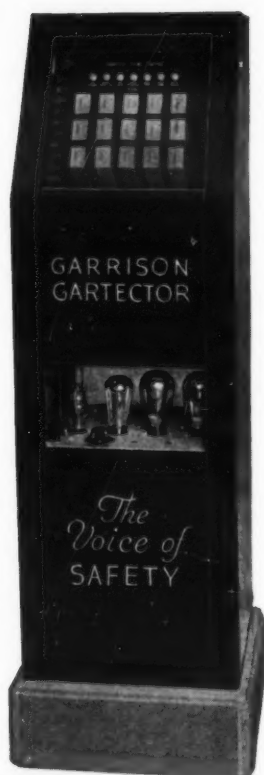
It will make a possible fire turn in its own alarm within a minute or two after it starts, while it is yet small and presents no menace to life or property.

It will automatically call and direct the firemen. It does not alarm nor agitate the occupants. It advises—it directs—it leads to safety. It is the modern way to prevent life and property losses by fire, and avert panics.

Your pupils will readily respond to its pleasant, yet commanding, instructions.

The parents will appreciate and value the feeling of assurance that this dependable school safety appliance affords.

Garrison is ready to co-operate with you to make your school fire-safe. Further details are yours for the asking.



Any Board of Education, Parent-Teachers' Association, Women's Club or civic service organization can arrange for a demonstration in its own place of meeting, without expense or obligation.

GARRISON ENGINEERING CORPORATION

Garrison Fire Detecting System

EXECUTIVE OFFICES: 307 Fifth Avenue, NEW YORK CITY

Offices and Representatives in All Principal Cities